

REPORT
ON THE
ADMINISTRATION
OF THE
UNITED PROVINCES OF AGRA AND OUDH.
1903-1904.



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REPORT.

ON THE

ADMINISTRATION OF THE UNITED PROVINCES OF AGRA AND OUDH, 1903-1904.

PART I.—GENERAL SUMMARY.

1. THE office of Lieutenant-Governor of the United Provinces of Agra and Oudh was held throughout the year by the Hon'ble Sir James Digges LaTouche, K.C.S.I. Administration.

2. The departmental chapters of the report cover a period extending from October 1902 to March 1904. The monsoon of 1902, on which the revenue administration of the year depended, was, like its two predecessors, late, and the rainfall was unevenly distributed. But the character of the seasons was on the whole favourable to agriculture, and there were no serious calamities. Rice, and to a less extent cotton and sugarcane, fared badly; but the loss was counterbalanced by the large expansion of the area under wheat. The chief features of the monsoon of 1903 were a delay of a month in the setting in of the rains and a storm of exceptional severity in October, which did much damage to the standing crops. The season was, however, almost uniformly favourable to the rabi, and the wheat was again a bumper crop. On the whole, the past year witnessed progressive improvement in the material condition of the people. The extension of cultivation is continuous, and the depressed tracts shared in the general prosperity of the year. The decline in indigo cultivation is to be regretted; but this crop has for some years ceased to be of any great importance. The condition of the sugar industry is not altogether satisfactory, the low prices of sugar and the favourable results obtained from other crops having caused a serious contraction in the area under sugarcane. On the other hand, cotton is receiving increased attention, while the continued expansion in wheat production is a clear indication of the prosperity of the provinces. The number of live-stock in the hands of the people has risen greatly, and plough-cattle have increased most in the districts which were recently suffering from depression. The volume of external trade continued to expand; lower prices, however, have reduced the profits of the cultivator. Wages remained at a high level owing to manufacturing activity and a liberal expenditure on public works, and easy prices benefited the labouring classes. Evidence of growing prosperity appears in the record receipts from excise and forests, in the expansion of municipal revenues, and in the very noticeable lull in crime. The tax-payer has benefited by the reduction of the salt duty and the exemption of incomes below Rs. 1,000 from income tax. There are indications that the relations between landlord and tenant are returning to a more satisfactory condition. The one sombre feature in the landscape is the lamentable rise in the total mortality and the spread of plague. At the time of writing there is no sign of abatement: the epidemic appears to gather strength and has penetrated, with a few exceptions, into every district of the provinces. Chief features of the year.

3. The character of the rainfall and harvests has been already briefly described. As might be expected in a normal season, the revenue was collected without difficulty, and there was a decline in the number of coercive Land revenue.

processes issued. During the year there were only seven cases of transfer and one of sale. Out of a real demand, under all heads, of some 827½ lakhs, the arrears at the end of the year were a little over one lakh. Under land revenue the current demand rose, owing to new settlements and to progressive enhancements, by 4½ lakhs to over 632 lakhs of rupees, of which all but Rs. 21,000 were collected. The previous year was marked by the remission of all unrealizable balances, and at the end of 1902-03 only Rs. 2,000 on account of the arrear demand remained for collection. The favourable character of the season caused a fall in the demand for advances under the Agriculturists' Loans Act. Sums aggregating over one lakh were, however, advanced for improvements under the Land Improvement Act. Under the former Act more than three-fourths and under the latter Act more than one-half of the year's advances were made in the Bundelkhand districts of the Allahabad Division.

Settlement.

4. The progress made with settlement work during the year was satisfactory. Operations were formally closed in two districts, and completed, or nearly completed, in eight. Except in Almora and the Naini Tal hill patties, where conditions are peculiar, the incidence of expenditure was low. The second regular settlement in Oudh has been completed; the task of introducing the system of fluctuating assessments into the Bundelkhand districts has been undertaken. In view of the general fall in prices it is satisfactory to know that the recent assessments have been framed with moderation, and that the danger of basing the revenue demand on rents forced up by high prices has been avoided.

Land records.

5. Increasing attention is being paid to the maintenance of the land records and the work of the department shows steady improvement. The proportion of patwāris who have passed the educational test increased to 90 per cent. and exemptions from residence continued to decline. Steady progress was made with the preparation of revised tahsil registers and pargana-books, and these records are now more accurately maintained and more intelligently used. The measures adopted with a view to securing the accuracy of the registers of proprietary rights have been attended with considerable success, and recent changes in the revenue law and in the patwāri rules have strengthened the hands of district officers. Much, however, remains to be done, especially in eastern districts, to bring the official revenue accounts into accord with the actual distribution of the demand among the co-sharers. The subject is one of great difficulty and complexity, and is engaging the attention of the Board of Revenue. The improvement of the kanūngo and patwāri staff was under consideration during the year, and proposals involving an additional expenditure of nearly 1½ lakhs of rupees annually have been formulated and submitted to the Government of India. Hitherto a weak point in the land records system has been the inadequate amount of testing done by superior officers. To a large extent this was unavoidable, as heavy case work during the camping season curtails the time available for executive duties. A remedy is, however, now being found in some districts by strengthening the staff during the cold weather, and in others by placing assistant collectors on special duty for land record work.

Court of Wards.

6. During the year there were under the management of the Court of Wards 197 estates with a rental demand of 62 lakhs of rupees. The history of the year was on the whole satisfactory: the seasons were favourable and collections amounted to 94 per cent. of the current demand. The appointment

of a third member has enabled the Board of Revenue to devote closer and more continuous attention to the working of the department, and the administration in nearly every district showed signs of improvement. In the Kumaun Division, where the management has been inefficient for several years past, matters are gradually improving. Much, however, remains to be done in the Benares and Gorakhpur Divisions, and in two districts of the latter division the local audit disclosed irregularities in the accounts which required special orders. The expenditure of the year amounted to 89½ lakhs, of which nearly 27½ lakhs, or 30 per cent. of the gross income, were spent in satisfaction of debts, and 30 lakhs in payment of the Government demand for land revenue and cesses. Nearly 8½ lakhs were invested by solvent estates in house property, securities and mortgages. At the same time the expenditure on improvements, chiefly by providing additional facilities for irrigation, was on a more liberal scale, and the works appear to have been judiciously selected. The history of the agricultural banks started on the estates is largely one of failure. A few banks, however, show signs of vitality, and the Lieutenant-Governor agrees with the Board of Revenue that "a single successful bank managed by its own office-bearers is of far greater value as an object lesson than a number of struggling institutions dependent for their existence on the exertions of court of wards officials."

7. The Tenancy Act came into force on the 1st January 1902, and the statistics of rent law litigation in the province of Agra during the year under review, the first full year of the operation of the Act, are particularly interesting. It is unfortunate that the absence of a suitable standard of comparison makes it difficult to gauge the effects of the new legislation. It is clear, nevertheless, that both suits for arrears of rent and for ejectment are largely above the normal level, and that the area held under seven-year leases is exceedingly small. The object of the new Act was to secure to tenants some fixity of tenure by the acquisition of rights of occupancy or by the grant of leases for a long term, and it cannot be said that so far the results are encouraging. If the landlords find, as appears possible, that they can make ejectment effective by keeping tenants out of possession for a year, the state of the tenants will be worse than before the Act was passed. It is clearly desirable that long-term leases should be encouraged, and if the provisions of sections 67 and 68 of the Act are found to deter landlords from granting them, the policy of those provisions will have to be reconsidered, as well as the policy of section 58, which allows the ejectment of tenants not holding under a lease. In Oudh it is satisfactory to find that the number of ejectment suits has fallen, and that litigation has returned to a more normal level. The new Act has seriously increased the business coming before the revenue courts. In spite of a fall in the number of contested cases, work in the headquarters courts has not only become heavier and more complicated, but also falls at an inconvenient season when executive duties make large demands on the time of district officers. In several districts the staff had to be temporarily strengthened; and, unless litigation diminishes, some permanent increase not only in the district, but also in the clerical, staff may be necessary.

8. The most important event of the year was the introduction into Bundelkhand of the special laws (the Encumbered Estates and the Alienation of Land Acts) for relieving proprietors of their debts and restricting their powers of transfer. What the ultimate results of this legislation

Act I of 1902.

Legislation.

will be cannot at present be foreseen; but the start has so far been promising

Police.

9. Cognizable crime fell to a figure lower than it has reached since 1890. This was due mainly no doubt to a series of favourable seasons; but due credit must be given to the police for good preventive work. In a few districts local conditions were responsible for outbreaks of serious crimes; but these were the exception. There was some increase in the number of dacoities reported, but the outbreaks were repressed by a series of skilful operations in which several officers displayed much zeal, ability, and personal bravery. Not the least gratifying features of the operations were the friendly co-operation of the officers of the Gwalior state and the greater readiness of the people to help the police—a sure sign of increasing efficiency in administration. Greater success was obtained in proving previous convictions, and identification by means of finger-prints showed improved results. With a diminishing crime return the police were slightly less successful in securing convictions.

10. A special inquiry in conjunction with the Bengal officers into the subject of river dacoities on the Ganges was highly successful, and valuable information was collected. The bad livelihood sections of the Criminal Procedure Code were vigorously enforced; there is evidence that the surveillance over bad characters is growing more careful and intelligent and that the registers at police-stations are more accurately maintained. The mounted police were reorganized, and further progress was made in substituting provincial police for the inferior watch and ward staff in municipalities.

11. The revision of the rural police establishment in Oudh was nearly completed, and as far as possible payment in cash has been substituted for remuneration by *jagirs*. Slow, but steady, progress is being made in fitting village headmen into their place in the administration. In districts where magistrates and superintendents are using their influence to assist the *mukhtiyas*, the results are encouraging.

12. Large measures of police reforms await the decisions arrived at on the report of the Police Commission. Much has, however, been done in recent years to improve the condition of the police generally, and of sub-inspectors in particular. The police report for the year contains a long list of reforms which date from the recommendations of the local Police Committee of 1890. Since 1890 the annual expenditure on the budget heads "Supervision" and "District Executive force" alone has risen by 12½ lakhs of rupees. There is no doubt that the position of the force is quite different now from what it was ten years ago, and there is evidence that a better class of officer is being recruited. The police training school had a successful year, and Indian gentlemen are taking a growing interest in this institution. One cause of dissatisfaction—the unseemly accommodation often provided at police-stations—is gradually being removed. The Government is doing all that it can to provide proper accommodation for sub-inspectors and their families: in the past three years the expenditure on buildings has exceeded nine lakhs of rupees. It is satisfactory that the rewards were more liberally given, and that the number of punishments decreased. The punishment roll, however, is still heavier than it should be, and the Inspector-General is struck with the number of prosecutions

of officers which have failed. Orders have been issued requiring a careful departmental inquiry before a prosecution is ordered.

13. The number of cases disposed of by the Courts was some 7,500 less than in 1902. The less serious character of the crime of the year is reflected in the punishments, which were, as a rule, lighter than in the preceding year. Sentences of death, transportation and whipping declined. In several districts Magistrates appear to be reluctant to combine solitary confinement with sentences of imprisonment. Honorary Magistrates rendered valuable assistance in the disposal of criminal work: in the province of Agra they tried 20 per cent. and in Oudh 17 per cent. of the cases decided in the magisterial courts. The average duration of trials was from nine to ten days and was practically the same as in 1902. Appeals were fewer and were promptly decided. In the province of Agra the sentences of the Subordinate Court were upheld by District Magistrates in 75 and by Sessions Judges in 72 per cent. of the appeals heard: in Oudh the percentage in both cases was 70.

Criminal
Justice.

14. There was a large decrease in the number of admissions to the jails of these provinces, and, owing to the release of 4,395 prisoners on the occasion of His Majesty's Coronation, the jail population was the lowest on record. The fewness of the cases of reconviction of released prisoners bears witness to the care with which the selection was made. In spite of the fact that the best-behaved convict-warders were released, discipline was well maintained, and there were only six escapes. The behaviour of the prisoners was, as a rule, good, and there was a marked absence of serious offences. The number of habituals admitted was slightly higher than in 1903, but is still low. The low percentage of habituals in the jails (after making allowance for transported convicts) is evidence that discipline is properly maintained and that the jails are doing their work well.

Prisons.

15. The year was remarkable for a low death-rate, although the mortality among the free population was appreciably above the average. The active policy of sanitation, especially in the matter of water-supply, pursued in recent years has borne fruit, and the isolation of cases of tubercle and dysentery has produced good results. In spite of the prevalence of plague in many districts, no case occurred in the jails, and the few outbreaks of cholera and cerebro-spinal fever were checked without difficulty.

16. During the preceding two years, civil litigation in the province of Agra had been below normal, and in 1903 institutions of original suits showed an increase of 3 per cent. In Oudh and Kumaun institutions were fewer. A larger number of suits was disposed of, and, except in Kumaun, the pending file was reduced. The number of applications for execution of decrees continued to decline in Oudh, but rose in the province of Agra and in Kumaun. A considerable reduction was effected in the pending file of these cases; but decree-holders were not more successful than usual. Over half the applications disposed of were wholly infructuous.

Civil Justice.

17. The Village Courts Act was extended during the year, but it cannot be said that the village courts are gaining ground. Out of 257 munsifs in Oudh only 16 decided any cases, and in the province of Agra the bulk of the work was done in one district. Few real disputes seem to come into court and only 7 per cent. of the suits decided were contested. A mistake has been

made in making appointments too freely. A revision of the appointments already made has been ordered.

Municipalities.

18. Plague was again prevalent in many of the municipalities of the province, but, on the whole, the year was one of continued prosperity. Harvests were fairly good, prices were easier and there was a larger local consumption of necessities and luxuries. The total income of the year, apart from special items, showed an increase of more than $1\frac{1}{2}$ lakhs of rupees. Octroi continues to be the mainstay of municipal finance, and yielded an enhanced revenue of over a lakh. Increased receipts of over half a lakh from sources other than taxation indicate improved supervision.

19. Municipal expenditure rose by over $7\frac{1}{2}$ lakhs of rupees. Activity in sanitary matters was the most prominent feature of the year's administration, and the boards were assisted in carrying out their programmes of sanitary improvement by grants from the Government, aggregating over $2\frac{1}{2}$ lakhs of rupees. The expenditure on drainage and sewerage works exceeded 7 lakhs and that on water-supply $4\frac{1}{2}$ lakhs; while steady progress was made in introducing better conservancy arrangements. The drainage schemes at Benares, Cawnpore and Agra were advanced, and a beginning made with a large scheme for Lucknow, the success of which has been assured by a grant of three lakhs made by the Government of India. The resources of the boards have been strengthened in the current year by the relief afforded to them from police charges, and many municipalities have in contemplation large schemes of sanitary reform.

20. The revised Municipal Manual was placed in the hands of the boards during the year, and the Government and the boards were busy with the framing and the revision of rules. Advantage was taken in a considerable number of municipalities of the orders of the Government of India raising the limits of octroi taxation. The subject of the taxation of through trade continued to receive close attention, and the octroi on cloth, grain and sugar in several municipalities was replaced by direct taxation. The results of the local audit showed a general and sustained improvement in municipal administration. The working of octroi in some municipalities needs closer supervision; but the number of abuses and serious irregularities in the accounts brought to light diminishes year by year.

District and Local Boards.

21. There was nothing eventful in the history of district and local boards; but there are indications, as in case of municipal boards, of increasing interest on the part of non-official members in the work entrusted to the boards. The growth of a spirit of responsibility is likely to be fostered by the introduction of the new scheme of local finance which has received the general approval of the Imperial Government. The scheme will, it is hoped, be ripe for introduction with effect from 1st April 1906. The financial results of the year were satisfactory, and the year closed with a balance of $13\frac{3}{4}$ lakhs of rupees as against the prescribed minimum of 4 lakhs. Expenditure on education increased by more than a lakh, and the advance made in the course of primary education in the preceding year was maintained. There was an increase in the number of primary schools and in the number of scholars attending them: the teaching and inspecting staffs were further improved and strengthened. Nearly 32 lakhs of rupees were spent on public works; and special attention continued to be paid to the development of communications

in backward tracts. Several of the reports notice the material assistance rendered by non-official members in supervising repairs and minor works. The larger and most important projects were, as usual, carried out for the boards by the Public Works Department.

22. The Agricultural Department continues to render good service to the public in the distribution of selected seed and in the supply of trained men for conducting trial borings for wells. The demands on the department are likely to increase as the advantages of the assistance given become better known. The experiments with the improved sugar factory designed by the department have been completed; but steady work on a commercial scale is necessary before the process can be recommended to the public.

Agriculture.

23. The second quinquennial census of agricultural stock was taken in January 1904, and the returns indicate a substantial increase in the wealth of the people since the last enumeration. The increase of stock has been as rapid as the extension of cultivation and has been particularly noticeable in districts which five years ago were suffering from severe depression. During the year the newly-constituted Army Remount Department assumed charge of horse and mule-breeding operations in the four principal breeding districts in the province. This much-needed reform makes it possible for the Civil Veterinary Department to devote greater attention to the breeding and treatment of cattle. In this direction the work of the year was distinctly encouraging. A bull-rearing depôt was started in Bánda, and the question of establishing a second in Kheri was taken up. There was a marked increase in the number of cattle treated by veterinary assistants and in the number of inoculations against rinderpest. Ten veterinary assistants were trained in inoculation, and assistants are employed in all but four districts.

Agricultural stock.

24. The monsoon of 1903 arrived late, and general rain did not fall till the end of the third week of July. A break set in immediately after the first falls, and the situation at the beginning of August gave rise to considerable anxiety, especially with regard to the eastern districts and Bundelkhand. Good rain, however, fell early in the month and the monsoon was well sustained and distributed. At the end of September the kharif, though sown late, promised exceedingly well; but an exceptional storm in October occurring at a critical period completely changed the outlook. Til and cotton suffered severely and the kharif outturn generally was not more than 80 per cent. of a normal crop. The poor kharif was, however, to some extent counterbalanced by a favourable, though dry, winter season. The area sown with spring crops was exceptionally heavy and the outturn, excepting gram in Oudh, was almost uniformly good. The rabi area exceeded that sown in the previous year by over two millions of acres, and half the increase was accounted for by the best crops, wheat and opium. The depressed tracts shared in the general expansion of cultivation with the exception of the Naini Tal *tarázi*. The great drawback to this tract is its unhealthiness and the absence of good drinking water. Recent experiments, however, appear to show that a good water-supply can be secured by tapping a lower stratum; and, if success attends the measures now being taken, a substantial improvement should be effected.

Weather and crops.

25. A brisk demand for forest produce and the higher prices realized resulted in an increase of over a lakh in the receipts. The system of monopoly sales continued to work successfully and was further extended. In all circles, except Pilibhit, the success of fire conservancy was remarkable, and the

Forests.

small number of cases of intentional firing is an indication of the good relations existing between the department and the people. The expenditure on new roads and buildings was smaller than in the preceding year. Healthy and comfortable quarters are a necessity to officers who have to be on tour during the greater part of the year, and it is probable that more money can be spent to advantage both on buildings and roads. A feature of the year's work was the success of the departmental manufacture of turpentine and colophony. The demand is increasing, and the question of enlisting private enterprise in the industry is under contemplation.

Trade and
manufactures.

26. The development of the trade of the provinces was furthered by the opening for traffic of sections of the Allahabad-Fyzabad Railway covering 76 miles and of the Kopaganj-Dobrihat and Aunrihar-Jaunpur branches of the Bengal and North-Western Railway covering 58 miles. The returns of external traffic by rail showed a large increase in the weight of goods carried, which amounted to $86\frac{1}{2}$ millions of maunds. As compared with the preceding year imports advanced by 15 per cent. in weight and exports by 2 per cent. The exports exceeded the imports in value by $5\frac{1}{2}$ crores of rupees. The value of the principal articles of import in lakhs of rupees were—coal and coke, 103; cotton goods, 565; salt, 137; sugar, 103; railway plant, 88 and jute 75. The export trade consisted, among other items, of raw cotton, 171; grain and pulse, 520; oilseeds, 416; opium, 341 and sugar 244. The variations from the figures of the preceding year are due mainly to the character of the harvests—a good through dry *rabi* season and an unsatisfactory *khari*. Exports of gram, pulse, millets and rice declined owing to a short yield, and imports of gram and pulse increased. A favourable season and good demand for Europe led to a very heavy export of wheat and oilseeds to the ports: prices were, however, low and the value of the exports declined. Accumulation of stocks appears to have caused a contraction of the imports of dyes and tans, brass and copper, and kerosine oil. The export trade in hides and skins and the import trade in Bengal coal continued to expand.

27. The foreign trade with Tibet is not important, and was valued at $10\frac{1}{2}$ lakhs. It consists chiefly of borax, salt and wood imported for that country and of grain, cotton goods and sugar exported to it from Almora and Garhwál. The value of the trade with Nepal rose from 153 to 159 lakhs. The imports from that country showed a considerable increase, chiefly under timber, rice and linseed. The exports, owing to diminished exports of cotton goods, were less than in the preceding year.

28. Manufactures on the whole made steady progress. The woollen, jute and cotton mills gave employment to a larger number of workmen; the tanneries, however, employed less labour and the indigo factories continued to decline.

Public works.

29. The total outlay on public works excluding cost of establishment, tools and plant, rose from 63 to $65\frac{1}{2}$ lakhs of rupees, of which $4\frac{1}{2}$ were debited to imperial, $39\frac{1}{2}$ to provincial and 20 to local funds. The chief buildings under construction during the year, included the new Kotwális at Lucknow and Moradabad, the Judge's Court-house at Aligarh, the Court and Circuit-houses at Jhānsi, the Collegiate School at Benares and the Normal School at Gorakhpur. At Dehra considerable progress was made with the buildings for the Imperial Cadet Corps. The pilgrim routes in Garhwál were much improved and the work is being rapidly pressed on.

Good progress was made with the large schemes for developing communications in Bundelkhand and Gorakhpur. Altogether 124 miles of new metalled roads were constructed, and the total length of roads metalled and unmetalled maintained by the Public Works Department and by local authorities during the year was over 30,700 miles.

30. The efficiency of the administration was increased by the formation of a fourth circle of superintendence and the rearrangement of existing circles. The most notable feature of the year's working was the record return earned by the Betwa protective canal in Bundelkhand. The extension of irrigation from this canal justifies the anticipation that equally good results will be obtained from the projected Ken and Dassan canals. The capital outlay on the canals during the year rose from $9\frac{1}{2}$ to 22 lakhs of rupees, and altogether 391 miles of new channels were opened, bringing up the total length of open channels to nearly 13,400 miles. The Māt Branch of the Ganges canal was vigorously pushed on, and although work was started only at the end of 1902 the extension was practically completed and opened for irrigation for the rabi season. The extension has effected a great improvement in the condition of the dry tract in Aligarh and Muttra. The construction of the Ken canal was begun, and projects were drawn up for canals from the Sarda and Dassan rivers. The total sum invested in canals in the United Provinces amounts to nearly $9\frac{1}{2}$ crores of rupees: the gross receipts were $97\frac{3}{4}$ lakhs, and after deducting expenditure the profit earned represented a return of 6·7 per cent. on the outlay. Owing to the dryness of the season there was a large demand for water, and the total area irrigated from canals reached the high figure of $2\frac{3}{4}$ millions of acres. The value of the crops irrigated is estimated at $8\frac{1}{2}$ crores of rupees or Rs. 32 per acre.

Canals and
irrigation.

31. The year was on the whole a favourable one for the provincial finances, and the receipts were $432\frac{1}{2}$ lakhs, or nearly 48 lakhs better than the estimate. The greater portion of the increase is accounted for by subsidies for special objects aggregating $42\frac{1}{2}$ lakhs made by the Government of India; but there were also considerable increases in the receipts from land revenue, excise and forests. As compared with the preceding year the most important increases occurred under land revenue, $2\frac{1}{2}$ lakhs; stamps, $1\frac{1}{2}$; excise, $2\frac{3}{4}$ and forests, $1\frac{1}{4}$. From 1st April 1903 the minimum income assessable to income-tax was raised from Rs. 500 to Rs. 1,000 and the receipts from the tax declined by $2\frac{3}{4}$ lakhs. A smaller demand for canal water led to a fall of $1\frac{3}{4}$ lakhs under irrigation. The expenditure rose by nearly $2\frac{1}{2}$ lakhs to Rs. 395 $\frac{1}{4}$ lakhs, but was nearly 5 lakhs below the estimate. An active programme of public works and sanitary improvements, and the revision of part of the revenue establishment accounted for increased expenditure of 3 lakhs over that of the previous year; though owing to cheap grain and a small jail population there was a decrease of over a lakh in the expenditure on jails. The new provincial settlement took effect from the 1st April 1904, and the year opened with a balance of $75\frac{1}{4}$ lakhs of rupees.

Provincial
Finance.

32. The receipts were 135 lakhs and the expenditure 133, leaving a closing balance of $25\frac{1}{2}$. The suspension of cesses in Bundelkhand caused a fall of nearly one lakh in the income from rates; but the receipts from pounds, ferries and arboriculture exceeded the estimate by an equal amount. Increased contributions were made from provincial revenues to the district boards to cover the cost of various educational reforms and public

Local
Finance.

works. Owing to the extension of primary education and improvements in the teaching and inspecting staff the expenditure from local funds on education was Rs. 1,33,000 higher than in the preceding year.

Excise.

33. Evidence of the more comfortable circumstances of the consuming classes is afforded by the continued expansion of the excise revenue, though it may have been to some extent stimulated by the prevalence of plague. The real receipts of the year ending 30th September 1903 aggregated over 85½ lakhs of rupees and exceeded the record figures of the previous year by 6½ lakhs. The rise of revenue was distributed over all the main heads, liquors, opium and drugs; but it was particularly noticeable under country liquor, which contributed nearly 5 lakhs of the total increase. An increase of 6½ per cent. in the consumption of country liquor would be disquieting, were it not an indication of good harvests and money to spare. It remains to be seen how far the issues of the succeeding year have been affected by the further enhancement of duty on spirit consumed in certain of the large towns, which represents about one-third of the total consumption. The marked advance in popularity of Rosa rum in Cawnpore, where it competes on more than equal terms with the produce of native stills, is noticeable, and the competition is likely to be accentuated in future.

34. The increased receipts of half a lakh from hemp drugs were derived from license fees. The raising of the duty appears to have checked the consumption of charas, but the decline is not large enough to be significant. Opium presents no features of special interest, and the time is not yet ripe for a clear determination of the results of the abolition of official vend in certain districts. The Excise Commissioner has under consideration the possibility of prescribing a special rate of duty for opium used in large towns; but the difficulty of preventing smuggling of a commodity of high value in small bulk is likely to prove an obstacle. After the experience of several years' working of the tree tax on tãri and of the method of shop-to-shop settlement it has been decided to revert to the farming system.

Public health.

35. The preceding year, except for the spread of plague, was generally healthy and the prosperity of the people is reflected in the high birth-rate of the year 1903. The death-rate, on the other hand, was 10 per thousand higher than that recorded in 1902. All diseases, but noticeably fevers, measles and plague, showed an increased rate of mortality: measles in particular were virulent and accounted for more deaths than plague. The infantile mortality noticed in last year's report exhibited an increase, which is generally attributed to measles and small-pox. Plague followed its usual course, and reached its height in March and April. It established itself in epidemic form in all divisions except Kumaun and Rohilkhand; and out of 48 districts, 27 were more or less severely attacked. The only measure of relief which commends itself generally to the people is evacuation of dwelling-houses. This has been practised from time immemorial on the appearance of mahawari in Garhwál. Chemical disinfection and inoculation are generally disliked. More value is attached to other modes of disinfection and to sanitation as a preventive of plague.

Medical relief.

36. The total number of hospitals and dispensaries open at the end of the year was 500, of which the majority are maintained by the district boards. The number of patients treated at public dispensaries was 125,000 less than in 1902; but, so far as the decreased attendance is due to the supply of

medicines in larger quantities at one visit to out-door patients, the result is matter for unqualified satisfaction. That attendance was so well maintained in many districts in spite of the prevalence of plague is a sign that the people appreciate the good work at the dispensaries. Satisfactory progress was made during the year in securing privacy in the examination of patients. The dispensary allotments of the boards' budgets have been revised so as to admit of a more adequate supply of European medicines and surgical instruments. As part of a scheme for facilitating pilgrimage to the temple of Badrinath orders were issued, which it is hoped will secure better medical aid to pilgrims on the route.

37. The attitude of the people towards the work of the department was on the whole favourable. In spite of the spread of plague, which impeded vaccination in the eastern districts of the province, the steady progress, noticed in previous reports, was fully maintained, and the total number of persons vaccinated rose from 1,665,253 to 1,667,104. Vaccination.

38. An active policy of sanitation is being pursued in all large cities as part of the programme of plague prevention. The fact that the projects for improving the sanitary condition of municipalities approved by the Sanitary Board amounted to 12½ lakhs of rupees, or 75 per cent. more than the corresponding figure in 1901, is one indication of the activity which is being displayed in all important municipal towns. Comprehensive schemes of drainage and sewerage have been pressed on in Lucknow, Benares and Cawnpore; and in 1903 a special grant of two lakhs of rupees was made to the poorer municipalities and large towns to enable them to carry out urgent sanitary improvements. In the current year municipalities have, in whole or in part, been relieved of police charges to the extent of 3½ lakhs, and their resources have thereby been strengthened. In rural tracts increased attention has been paid to village sanitation. Last year Rs. 60,000 were set aside for improving the water-supply in the larger centres of trade and population, and in 1904 as part of a policy of prevention of plague a grant of one lakh was made to help Act XX towns and large villages to clean the sites. There are signs that interest in sanitation is growing, though slowly, and in several instances the special grants have been supplemented by local subscriptions. Sanitation.

39. The total expenditure on education, which had increased in the preceding year by 5½ lakhs of rupees, again showed an increase of over one lakh, and amounted to 52 lakhs. Of the increased expenditure Rs. 95,000 were contributed from provincial and district board funds and Rs. 20,000 by municipal bodies. The year was marked by sustained and general progress in education. The number of scholars in public institutions rose by nearly 11,500, and for the first time in the history of the province the percentage of children under instruction exceeded seven. Education.

40. The arts colleges had a successful year. The enrolment increased and the number of candidates and passes at the University examinations were higher than in the preceding year. New regulations in law, under which the LL.B. examination is divided into two stages, were adopted by the senate with a view to raising the standard of legal education in the province.

41. Schools, secondary and primary, increased during the year both in number and attendance. The increase of nearly 7,000 in the number of

scholars receiving primary education is satisfactory in view of the closure of many schools for long periods owing to the widespread prevalence of plague. The rural population is showing signs of a desire for a more extended system of lower primary instruction of a simple character. The aided school affords a cheap, and for the time being an efficient, means of meeting that desire.

42. The school course was further freed from the trammels of examination by the abolition of the primary examination in anglo-vernacular schools. Revised grant-in-aid rules were issued. Examination grants were discontinued, and the grants for attendance and general efficiency were increased. The curriculum of the schools has been adjusted so as better to meet the needs of the different classes of schools and to distribute the work more evenly.

43. There has been an increase, relatively considerable, in the number of girls receiving instruction. Institutions for the education of girls rose from 658 to 800; the number of scholars from 21,887 to 26,048 and the expenditure from $3\frac{3}{4}$ to $4\frac{1}{4}$ lakhs of rupees. An impetus was given to female education by the opening of 29 model schools under Government management. But the high castes still show no readiness to send their daughters to schools and the Lieutenant-Governor has recently appointed a committee of native gentlemen of standing to advise the Government on the whole subject of female education.

44. The two great objects which now specially require attention are the improvement of the teaching staff and the introduction of a more efficient system of inspection. The usefulness of the training college has been extended; new buildings have recently been erected and thoroughly equipped. There are now five large normal schools which are turning out trained teachers for vernacular schools, and proposals for a cheaper and simpler system of training teachers for lower primary schools are under consideration. The pay of the subordinate staff has been increased: in anglo-vernacular schools a minimum of Rs. 20 per mensem and in vernacular schools of Rs. 8 has, as a rule, been reached. The prospects of the staff have further improved in the current year by the institution of provident funds and by allowing the boards to contribute for pensions for head masters of high schools, deputy inspectors and sub-deputy inspectors.

PART II.

DEPARTMENTAL CHAPTERS.

CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

1.—PHYSICAL FEATURES, AREA, CLIMATE AND CHIEF STAPLES.

(See pages 1 to 4 of the report for 1901-1902.)

2.—POLITICAL.

(Reports on the administration of the Rámpur and Tehri States.)

RÁMPUR.

1. The financial position of the State is sound. The total revenue, excluding 20 lakhs realized by the sale of a promissory note and utilized in clearing off the outstanding jewellery account, was 35 lakhs and the expenditure nearly 32 lakhs. The State has benefited by the gradual extension of irrigation works, which have brought in a direct return in receipts for water supplied and rendered the cultivation more stable. The collections of the current revenue were better by Rs. 95,189 than in the previous year, and the unrealized balance was only Rs. 17,655. These excellent results must be attributed to the steady improvement of the administration. Reckless bidding at auction sales has been stopped, and in consequence applications for reduction of revenue from lessees have almost ceased. The village records have been revised and the collection of the revenue is based on more accurate statistics of the condition of the estates. The introduction of new rent and revenue Acts has led to better relations between landholders and tenants, and disputes, which were formerly decided by force, are now referred to the courts for decision according to law. The last three years have been marked by a large reduction of the unrealized balances, the outstandings now amounting to Rs. 1,81,845.

Revenue
administration.

2. The reclamation of the deserted villages in the taráí is impeded by the absence of good drinking water—a difficulty experienced in the adjoining villages of these provinces. The decay of the sugar industry also is common to these provinces; but the improved processes exhibited in Rámpur by the Agricultural Department of the United Provinces afford some hope that by the adoption of scientific methods the industry may revive.

Agricultural
improvements.

3. The expenditure on education was practically the same as in the preceding year, but the number of schools rose from 99 to 119, and there was a considerable increase in the number of teachers and scholars. The minimum pay of village school teachers is now Rs. 8, the same as in the United Provinces. With the opening of the normal school the quality of the teaching in primary schools will probably improve, and efficient primary instruction will enable the higher schools to attain a greater measure of success. Female education is gradually finding support.

Education.

The number of vaccination operations declined and vaccination seems unpopular. The serious outbreak of small-pox and the high mortality among non-inoculated children emphasize the importance of protection. A new dispensary was opened at Akbarabad; but the attendance at hospital does not increase to any extent. The state was free from plague; it is possible, however, that, as elsewhere, rumours connected with the origin of plague may have kept patients away from the dispensaries.

Vaccination
and medical
aid.

TEHRI.

4. The revenue, which is largely derived from forests, shows a steady increase, and in 1903-1904 amounted to over 4½ lakhs. The expenditure was under three lakhs. The outturn of both rabi and kharif crops was good, and

Tehri.

there was little cattle-disease. The public health, however, was unsatisfactory, and epidemics of cholera and small-pox broke out during the year, cholera claiming 1,029 victims. The dispensaries continued to do good work and the number of out-door patients increased by 3,385. A female hospital was opened during the year, but the darbar were unable to secure the services of a lady doctor.

3.—HISTORICAL SUMMARY.

4.—FORM OF ADMINISTRATION.

5.—CHARACTER OF LAND TENURES AND SYSTEM OF SURVEY AND SETTLEMENTS.

6.—CIVIL DIVISIONS OF BRITISH TERRITORY.

7.—DETAILS OF LAST CENSUS, TRIBES, AND LANGUAGES.

(See pages 4 to 36 of the report for the year 1901-1902.)

8.—CHANGES IN THE ADMINISTRATION.

(There was no change during the year.)

9.—RELATIONS WITH THE TRIBUTARY STATES AND FRONTIER AFFAIRS.

(There is nothing to record under this head.)

10.—CONDITION OF THE PEOPLE.

(Report on Revenue Administration by the Board of Revenue, 1902-1903.)

General.

5. But for the prevalence of plague and a higher mortality the year was, like its predecessor, marked by unusual prosperity. There was a large demand for labour due to the growth of factories and the expansion of public works. High wages and low prices benefited the labouring classes. Though the profits of agriculture were adversely affected by the slackness of external trade and falling prices, there was no difficulty in collecting the public dues, and almost everywhere the agricultural classes prospered. The deterioration in the Naini Tal *tardí* has not been arrested, but the condition of the people in Bundelkhand, Hardoi, and the eastern districts has greatly improved. The indigo crop has ceased to be of any importance, and the sugar industry is suffering from low prices. Some districts, however, reported a larger area under cane, and there are indications of a revival in Rohilkhand which may be fostered by improvements in the manufacture of sugar introduced by the Agricultural Department. Cotton continued to receive increased attention, and there is considerable activity, particularly in the Agra division, in opening new factories for ginning and pressing. Evidence of prosperity may be found in the increased revenue from the sale of country liquor, and the decrease of serious crime. The year was, however, unusually unhealthy: plague indeed gathered strength during the year, and the mortality among infants continued to rise.

Agriculture.

6. Though the monsoon of 1902 was much delayed and its distribution subject to considerable fluctuations, the character of the season was favourable to agriculture and entirely free from serious calamity. The cultivated area of 1901-1902, which was the highest on record, was again exceeded by 448,372 acres. During the five years succeeding the famine cultivation has extended by over 2½ millions of acres and the crop area by 4½ millions of acres; during the same period the live-stock in the provinces has multiplied greatly and there is no doubt that the increase in wealth has been substantial. In this recovery the depressed tracts in Bundelkhand and Hardoi have shared. The kharif crops were affected by the lateness of the monsoon, which caused a contraction of the area under rice and maize. The outturn was best in Rohilkhand, Agra and Meerut, and poorest in Gorakhpur. The feature of the rabi was the expansion of the area under wheat and the substitution of more valuable for cheaper crops—an indication that the stock of grains in the hands of the people has increased. The sugarcane crop was disappointing, but the rabi outturn generally, and especially in the eastern portion of the province,

1903-1904.]

CONDITION OF THE PEOPLE

3 Chapter I.
PHYSICAL
AND POLITI-
CAL GEO-
GRAPHY.

was good. In Kumaun and Rohilkhand the harvest was least satisfactory, and there was some loss from drought in Hamirpur and parts of Banda and Aligarh.

7. The fluctuations of prices in different parts of the provinces appear to indicate that the harvests were on the whole better in the eastern than the western districts of the province. The slackening of the demand for other parts of India, and the general excellence of the outturn, caused a marked fall in the price of nearly every staple in every division. Rice and gram were about a sér, wheat a sér and a half, barley, juár, maize and bájra two to three sérs cheaper per rupee at the end than at the beginning of the year. The fall in prices has been marked during the last two years, and except in the case of rice food crops are now as cheap as, and in some cases cheaper than, in the period 1886—1890.

Prices.

CHAPTER II.—ADMINISTRATION OF THE LAND.

11.—REALIZATION OF THE LAND REVENUE.

(Report on the Revenue Administration by the Board of Revenue, 1902-1903.)

- General. 8. The revenue collections of the year were successful. The previous year had been marked by the remission of balances outstanding on 1st October 1901 and substantial reductions of the demand in Bundelkhand. These measures and the favourable character of the season lightened the task of collection, and the demand was collected practically in full.
- Total demand and collections. 9. The statistics, which show collections amounting to Rs. 8,24,36,375 out of a total demand of Rs. 8,44,84,950 and a balance outstanding at the end of the year of nearly 20½ lakhs, are misleading owing to the inclusion in the figures of large sums which are not recoverable and have been remitted. The total real demand was Rs. 8,27,52,023 and Rs. 8,24,36,375 were collected, leaving a balance of Rs. 3,38,828. Of this sum nearly 2 lakhs, chiefly on account of taqávi arrears outstanding from the famine, were remitted, and the actual amount for recovery at the end of the year stood at Rs. 1,18,712. The discrepancy between the official accounts and the actual demand is due, apart from ordinary remissions and nominal balances, largely to the inclusion as suspensions of the revenues summarily reduced in Bundelkhand. Reductions amounting to Rs. 14,29,565 were sanctioned on account of deterioration in this tract with effect from 1st July 1901, but, pending the passing of the Alienation of Land Act, it was necessary to treat the reductions as suspensions—not remissions.
- Land revenue. 10. The real demand under land revenue for the year was Rs. 6,32,46,106, and the collections Rs. 6,32,15,333, or 99·95 per cent. The realizable balance at the end of the year was only Rs. 21,110.
- Alterations of the roll. 11. The land revenue on the roll on the 1st October 1903 was Rs. 6,43,04,398, a net increase of Rs. 3,93,529 over the revenue demand of the previous October. The settlements of Aligarh, Farrukhabad, Gonda, Bijnor and Pilibhit, which have been concluded, and the settlement of Azamgarh, which is proceeding, accounted for more than 3¼ lakhs of the increase. Additions on account of progressive enhancements were about 1½ lakhs, but against this must be set an equivalent reduction due to remissions and revisions of settlement.
- Arrears demand. 12. The arrear demand after adjustment of the suspensions in Bundelkhand was Rs. 98,649, of which 85·99 per cent. were collected: of the balance over Rs. 11,000 were remitted in the dry tracts of Aligarh which had suffered from a succession of dry seasons, and a sum of Rs. 2,000 only remained to be recovered.
- Taqavi. 13. Advances under the Agriculturists' Loans Act fell, as might have been expected in a favourable season, from Rs. 1,16,974 in 1901-1902 to Rs. 81,986. Nearly half the total was granted in the Bundelkhand districts, large amounts being distributed in Banda and Hamirpur. The fact that the increase was limited to two districts would indicate that the recent legislation has not yet materially affected agricultural credit in this tract. Over a lakh of rupees was advanced under the Land Improvements Loans Act, chiefly in Bundelkhand. In Banda nearly Rs. 29,000 were distributed for the construction of field embankments and a grant of Rs. 50,000 without interest was sanctioned for masonry wells in the trans-Jumna portion of the Allahabad district. The taqávi accounts have been cleared to a great extent by writing off arrears on account of advances made during the famine, and the balances are now small, except in Aligarh and some districts of the Allahabad division, where the circumstances have justified leniency in enforcing recoveries.

14. Including arrears the demand on account of miscellaneous land revenue was Rs. 1,46,332, of which all but Rs. 81 was collected. Notwithstanding the grant of concessions to the Allahabad-Fyzabad Railway the receipts from the stone quarries were approximately Rs. 85,000, or nearly Rs. 8,000 better than in the preceding year.

Miscellaneous.
Revenue.

15. The revenue was collected without difficulty, and there was a decrease in the number of coercive processes employed under every head except warrants of arrest. The number of estates attached declined from 394 to 147: the number of transfers (7) and sales (1) was insignificant, and there were no annulments of settlement. This result is in a part due to the generally prosperous character of the year, but largely to the liberal policy of the Government which has removed the disturbing effects of the famine. In the Allahabad division the attachments of moveables fell by one-third and there was little resort to severer processes. The number of arrests was 3,852 against 2,909 in 1901-1902 and the excessive use of this process in Rohilkhand needs justification. The new citation to appear, which was introduced for the first time in the province of Agra, was little used, and the district of Sháhjahánpur accounts for over half of those issued (2,029).

Coercive
processes.

12.—SURVEYS.

(Report on the operations of the Department of Land Records and Agriculture, 1902-1903.)

16. Cadastral surveys, accompanied by the preparation of preliminary records, were brought to a close in the Azamgarh, Mainpuri and Jalaun districts. In Azamgarh the operations lasted over four years and the cost was Rs. 72 per square mile—a low rate for a district where the small size of the fields and the complexity of the proprietary shares rendered the work unusually intricate. In Mainpuri the cost of the whole survey was Rs. 102-6-0 per square mile. The fact that the operations were on the two years' system involving the revision of the work of the first year in the second, and the promotion of the survey officer and his assistant, accounted for the high incidence. In Jalaun the cost rate of the whole area surveyed in three years was Rs. 74-3-0 per square mile.

Cadastral.

17. Traverse of 139·73 miles was completed in the Moradabad district at a cost of Rs. 29-7-10 per square mile and main circuit traverses were run along the high banks of the Rámanga and Dhela. Detailed surveys on the scale of 64 inches to the mile were carried out in five municipal towns, and in Allahabad the survey of an extension of the civil station on the scale of 200 feet to one inch was completed. Boundary charts were prepared of 1,113 miles of first class roads at a cost of Rs. 8-14-5 per mile.

Traverse.

13.—SETTLEMENTS.

(Report on the Revenue Administration by the Board of Revenue, 1902-1903.)

18. During the year under report the settlements of Sháhjahánpur and Meerut were formally closed. Operations continued in 11 districts, in seven of which work has been finished. Work is in progress in Azamgarh, Mainpuri and Etah, and approaches completion in Hardoi.

General.

19. The revised revenues of tahsils Sháhhabad and Bilgrám in the Hardoi district were declared and resulted in a decrease of Rs. 15,377. Over the entire district the revision has led to decrease of 2·89 per cent. on the demand previously assessed. The assessments of the remaining four parganas in the district of Gonda were sanctioned. The revised revenues declared during the year in five parganas gave an enhancement of Rs. 92,261 or 25·89 on the expiring demand. The settlement of this district concludes the second regular revision of settlement in Oudh which has continued without interruption since 1899.

Oudh
settlements.

20. In Bareilly, Pilibhit, Bijnor, Farrukhabad and the hill patts of Naini Tál settlement work has been completed. In Bijnor the revised assessments of four parganas and 56 forest villages were declared and have enhanced

Province of
Agra.

the revenue by Rs. 40,893, or 11 per cent. In two parganas of this district a partial revision, which was undertaken in consequence of the deterioration of certain villages, resulted in a decrease of Rs. 11,845, or over 25 per cent. on the revenue fixed at the regular revision. The revised revenues of five out of six tahsils in the Farrukhabad district were declared, giving a small enhancement of the existing demand. The assessments of the remaining five parganas in Almora, which were 19·8 per cent. above the old demand, were declared, and the settlement of the district was concluded. In Aligarh four tahsils were assessed and the enhancement varied from 3·25 per cent. in Khair to 11·67 in Sikandra Rao. The intricacy of the work delays the attestation of the records in Azamgarh: revised revenues were declared in three parganas, the enhancement being nearly 11 per cent. Some progress was made with the work of attestation and assessment in Etah and Mainpuri. Assessment reports were submitted of practically the whole trans-Jumna tract of the Allahabad district: pargana Arail and the northern part of Khairagarh, which were not specially precarious, have been settled for 30 years, and the remainder for five years under the fluctuating system. The revised revenues in Allahabad were 10·80 per cent. below the revenue assessed at the last regular settlement and 3·75 per cent. below the demand fixed by recent summary reductions.

Case work. 21. There were 68,235 cases for disposal, of which 50,602 were decided. Settlement officers disposed of 2,908, and Commissioners of 1,137 of the appeals filed.

Cost. 22. The total cost of settlement operations during the year was Rs. 4,67,427. The cost of settlement in the districts where the work of assessment is complete and the accounts closed, varies from Rs. 25, Rs. 74 and Rs. 76 per square mile in Allahabad, Bijnor and Gonda to Rs. 142, Rs. 153 and Rs. 284 in Bareilly, Farrukhabad and Almora.

14.—LAND RECORDS.

(Report on the operations of the Land Records and Agriculture Department, 1902-1903.)

Establishment. 23. Proposals were submitted with a view to increasing the staff of supervisors, grading the sadr kanungos and setting them free for outdoor work by providing a competent establishment for routine office work. The revision of patwāris' circles in Oudh was completed at a total extra cost of Rs. 43,746, and proposals for revision in the province of Agra were under consideration. Two kanungos were confirmed and eleven temporarily promoted as naib tahsildārs: a sadr kanungo was appointed sub. *pro tem.* tahsildār.

Education and residence of patwāris. 24. The proportion of patwāris who have passed the school course continues to improve and is now 90·4 per cent. Much difficulty has been experienced in securing text-books suitable for patwāri schools and special manuals of arithmetic and mensuration are being prepared. Exemptions from residence have been much reduced and 81 per cent. of the patwāris were returned as resident. Proposals were submitted for the grant of building advances on a larger scale to patwāris.

Testing of village records. 25. Supervision of the work of the kanungos by superior officers has been inadequate in the past, but some improvement is apparent in the amount of inspection done by the district staff. The heavy case work which falls on district officers during the camping season curtails the time which can be devoted to land records work; but a remedy has been found in some districts by temporarily strengthening the staff. In three districts, in which the standard of accuracy was known to be low, assistant collectors were posted on special duty to overhaul the village and tahsil registers.

Maps. 26. Patwāris in Agra are generally able to correct their own maps, and it is only in tracts where there is fluctuating cultivation, or where rivers are constantly changing their course, that difficulty is experienced. Considerable attention was paid to map correction in Oudh, where, however, much still remains to be done.

Tahsil registers. 27. Revised village registers of eight districts were prepared during the year, and the work in Oudh is complete. Further progress was made

in the compilation and issue of pargana hand-books. The registers were found to be generally accurate and the standard of accuracy is steadily rising, though it is not yet high enough. More attention was paid to the use and annotation of these books than was recently the case, but there is still a tendency in some places to neglect these important records of the agricultural and economic condition of the district.

28. The statutory contribution from provincial revenues was 10 lakhs of rupees, and the transactions of the year resulted in a surplus of Rs. 1,89,292. The balance at the credit of the fund was nearly five lakhs, and proposals were submitted for the utilization of the surplus in improving the position of the patwari and kanungo staff.

Patwari
fund.

15.—WASTE LANDS.

(Report on the Revenue Administration by the Board of Revenue, 1902-1903.)

29. The total demand on account of confiscated, escheated and waste lands recoverable within the year was Rs. 32,795, all of which was collected. A portion measuring 2,510 acres of Lord Masham's grant in the Eastern Dún was resumed and sold for Rs. 25,100.

16.—GOVERNMENT ESTATES.

(Report on the Revenue Administration by the Board of Revenue, 1902-1903. Separate reports on the administration of special Government estates in the Kumaun and Benares divisions, 1902-1903).

30. Seventy estates were acquired during the year and the total current demand for rent rose from Rs. 3,18,316 to Rs. 3,27,955. Including arrears the total demand was Rs. 3,53,349, of which 93 per cent. were collected, as against 88 per cent. in the preceding year. The net income after payment of revenue and cesses was nearly 2 lakhs, of which Rs. 43,972 were spent on establishment and improvements, leaving to Government a net profit of over a lakh and a half.

Minor estates.

31. The most extensive Government properties are the Tarai and Bhábar estates in the Naini Tál district, with a total income in 1902-1903 of nearly six lakhs. The rainfall was deficient and the season unhealthy owing to the prevalence of cholera and malaria. The income was lower than in the previous year, and the balance credited to provincial revenues (Rs. 2,38,473) was nearly Rs. 30,000 less than the previous year's profit. Much has been done of late years to improve and develop the estates, and during the year as much as 1½ lakhs of rupees were spent on remunerative public works. Increased expenditure on education has been justified by the results, and the number of scholars attending the schools rose from 904 to 1,195. An urgent requirement is substantial school buildings, and these will be built at the cost of the estates. The total income of the smaller estates in the Almora and Garhwál-Bhábar was Rs. 41,204. Works of improvement, mainly connected with irrigation, were executed at a cost of Rs. 21,000, and the surplus after meeting cost of management was Rs. 11,194. The receipts of the Dúdhí estate (Mirzapur district) were Rs. 28,225 or rather more than Rs. 2,000 above the income of the previous year, and the net surplus credited to provincial revenues was nearly Rs. 13,000.

Special
estates.

17.—WARDS' ESTATES.

(Report on the operations of the Court of Wards, 1902-1903.)

32. At the close of the year 1901-1902 altogether 185 estates were under the management of the Court of Wards. During the year fifteen estates were released and the charge of ten was assumed. The important additions were the Hasanganj estate in the Gházipur district with an income of Rs. 1,65,000, and the Tankubi estate in Gorakhpur with an income of Rs. 2,50,000. In both cases management was assumed to prevent the dissipation of historic estates. Among the large properties released during the year was included the Sarai Mir estate in the Jaunpur district, which was taken over in 1880 at the request of the proprietor. During the period of management, which lasted 23 years, the rent-roll rose from Rs. 27,000 to

Number of
estates under
management.

Rental demand
and collections.

Rs. 31,000, and the whole of the liabilities due when charge was assumed, together with Rs. 1,30,000 which had accrued on account of interest, were satisfied from surplus profits. In the Bhiragobindpur estate (Rae Bareli), of which charge was assumed in 1878, claims amounting to nearly three lakhs were met and the estate handed over free of debt on the minor proprietor attaining his majority. Equally satisfactory results were obtained in the Baragaon estate (Partágarh). The existence of heavy debts unfortunately prevented any large outlay on the improvement of these estates.

33. The year was on the whole favourable to agriculture, except in those estates which are largely dependent on the rice crop. The kharif outturn was generally satisfactory and the rabi in many places excellent. Out of a current demand of a little over 62 lakhs of rupees, 59 lakhs, or 94 per cent., were collected. More attention was paid to the realization of the arrear demand, and nearly every district showed an improvement in administration. The demand for arrears was 19½ lakhs and the collections amounted to 24 per cent. as against 20 per cent. in the preceding year. The results were poor in Mirzapur and Gorakhpur, where only 8 and 10 per cent. of the arrear demand were collected, and in the eastern districts generally, though there are special difficulties to contend with, there is still much to be done before the management can be deemed entirely satisfactory. As a legacy of mismanagement in the past, large amounts of the arrear demands in the Kumaun division have proved irrecoverable and have been remitted. The appointment of a third member has enabled the Board of Revenue to devote closer and more continuous attention to the Court of Wards' department, and the management shows signs of increasing efficiency.

Land revenue.

34. The demand for land revenue and cesses was nearly 30 lakhs of rupees and fell at 48 per cent. on the collections. The Bundelkhand estates benefited materially from reductions in the assessments. In Ráni Rattan Kumari's estate (Naini Tal) the receipts did not equal the demand, and the revenue arrears appear irrecoverable.

Cost of
management.

35. The cost of management amounted to Rs. 6,56,855, as compared with Rs. 5,87,492 in the previous year, and fell at 9 per cent. on the gross income. The increased cost was in part due to the revision of the contribution made to Government from the proceeds of the rate under Act X of 1892. The rate was increased from 2 to 2½ per cent. in districts under the special scheme of management, and from 3¼ to 4 per cent. in other districts. The special scheme continued in force in 18 districts; the cost varied from 6 per cent. of the gross income in Fyzabad to 11 per cent. in Mirzapur. Steps were taken towards the reduction of the staff in cases where the cost exceeded 10 per cent.

Repayment of
debts.

36. Altogether Rs. 27,42,786 were expended during the year in liquidation of debts, and satisfactory progress was made towards the reduction of liabilities in all except one or two estates. The total obligations of the estates under management, including debts incurred subsequent to the assumption of management, were over 450 lakhs. Of this sum about 200 lakhs have been paid, 142 lakhs transferred to other creditors at lower rates of interest, and 110 lakhs still remain to be liquidated. The heavily encumbered Sardhana property paid over Rs. 72,000 towards the reduction of its liabilities to Government. In Moradabad the heavy dower and other debts on the Rámpur estate, amounting to over Rs. 54½ lakhs, were settled by compromise with considerable pecuniary advantage to the estate. The adjustment of the revenue demand has greatly benefited the Bára estate (Allahabad), and there is now a fair surplus available for the liquidation of the encumbrances. The Kantit estate in Mirzapur, indebted to the extent of 10 lakhs, still gives cause for anxiety, and in the Fyzabad district it was impossible to reduce the encumbrances of certain properties within manageable limits without extensive sales of land. In the Pati Saifabad estates in the Partágarh district, of which charge was assumed in 1902, the incumbrances are excessive, and property to the value of Rs. 4½ lakhs was sold.

Agricultural
banks.

37. The movement is still in its infancy, and, as was expected, several of the village banks started to order have died of inanition. Many of the banks

are kept going only by the exertion of the Courts of Wards' officials; but in the Jaunpur district the membership has risen, and favourable reports were received from Meerut, Bulandshahr, Lucknow and Rae Bareilly. The measure of success that has been attained by some of the banks warrants the continuance of the attempt to foster these institutions. A sufficient number of banks now exists for educational and experimental purposes and new banks will be started only where the conditions are distinctly favourable.

38. The expenditure on improvements rose from Rs. 1,45,661 to Rs. 1,84,092. The larger proportion of the expenditure was naturally in Oudh, where the estates are larger and the scope for improvement greater. For many years the sum set aside for improvement in the province of Agra was inadequate, and it is satisfactory that in the last five years the expenditure has risen steadily from Rs. 28,902 in 1899 to Rs. 73,856 in 1903.

Improvements.

The system of constructing wells through the agency of tenants has been extended and has proved both cheap and efficacious. In Ghāzipur boreholes were made by skilled men in the old wells and there appears to be a wide scope for this kind of work. In the Bāra estate the reconstruction and extension of the system of embankments on which irrigation depends was commenced, and Rs. 10,000 were spent under the supervision of a subordinate of the Canal Department. Little has been attempted in the direction of agricultural improvements. No decisive results were obtained in the experiments to reclaim waste lands, and few trials were made of new varieties of crops. The Meston ploughs proved too heavy for the wretched cattle found on the Allahabad estates, but the Baldeo water lift proved successful.

39. A sum of Rs. 8,41,127, as compared with Rs. 8,18,635 in the preceding year, was spent in the maintenance and education of wards during the year, and on the whole the reports of their progress were satisfactory. Three wards passed the entrance examination of the University and two have proceeded to England to continue their education.

Education.

The many vernacular schools supported from estate funds are doing good work. The anglo-vernacular school maintained by the Bhadri estate in Partābgarh proved a conspicuous success, and the construction of a boarding-house has been commenced. A girls' school was started on the Baragaon estate in the Sītapur district.

40. The accounts of 31 estates were audited during the year with satisfactory results: in three districts only did serious irregularities come to light. The new system of accounts was brought into force during the year and experience has rendered some revision of the rules necessary. The general portion of the Court of Wards' Manual was completed and amalgamated with the Account Code. Rules were prepared and sanctioned establishing a provident fund for the benefit of estate employes.

Audit of
accounts.

41. The Court of Wards was concerned in 27 civil cases exceeding Rs. 10,000 in value. Of these eight cases were decided in its favour, four against it, and six were compromised.

Litigation.

18.—REVENUE AND RENT-PAYING CLASSES.

(Report on the Revenue Administration by the Board of Revenue, 1902-1903.)

42. The most important event of the year was the introduction into Bundelkhand of the Alienation of Land and the Encumbered Estates Acts, which came into force from 1st July 1903. These measures were part of a comprehensive scheme for the betterment of a tract the condition of which had been for some years a cause of anxiety to the Government. Old arrears have been remitted and a summary assessment of the land revenue has resulted in a reduction of the demand by 7½ lakhs. The new settlements will be made on an elastic plan better suited to the fluctuating character of the cultivation. The new legislation aims at the relief of the hereditary proprietors from the incubus of debt and at the restriction of future alienations. The Acts have been in force for so short a period that no conclusions as to their ultimate effect can yet be drawn. A report, however, separately received shows that, except in Allahabad, where the proprietors have evinced an

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unexplained backwardness in applying for relief, the zamindárs have welcomed the Encumbered Estates Act, and over 8,000 applications were filed in three months. Several unprotected castes have complained against their exclusion from its benefits. Sales and mortgages have been almost suspended since the Alienation Act came into force, and it is too early to estimate its effect on credit and the value of land. The demand for taqávi was larger than usual in two districts; but the increase may have been due to local conditions and the state of the harvests. Undoubtedly the larger money-lenders are holding their hand, but there is reason to believe that the small village banias have not contracted their ordinary business. No devices for evading the law have been detected, and the rules and orders framed on the experience of the Panjáb have worked smoothly.

Mutations in
the registers.

43. The total number of mutations recorded in the proprietary registers was 199,103, or an increase of 33,395, following an increase of 13,603 in the preceding year. The increase is in part accounted for by a rise of 19,000 in succession cases, due undoubtedly to the unhealthiness of the year and the abnormally high death-rate. But the figures indicate that the measures taken to secure the accuracy of the proprietary registers have been attended with considerable success. District officers have been materially assisted in correcting the khewats by the revised rules fixing the responsibility for inaccuracy on the supervisors and by the changes in the revenue law. Under the new Revenue Act no person who succeeds to or acquires proprietary rights can sue until he has reported the succession or acquisition to the tahsildár. The result of the inquiry into unreported cases was especially noticeable in Basti, where the registrar's office had to be strengthened, and in Bara Banki, where several thousand old cases were discovered. The statistics of transfers and mortgages of land are not unfavourable. The number of sales was little larger than last year; but the value of the property sold as indicated by the land revenue was considerably less. Mortgages increased everywhere, except in Gorakhpur, Kumaun and Rohilkhand; but there was at the same time a large increase in redemptions. An increase of 5,000 cases, both under mortgages and redemptions, in Bara Banki and Sultanpur has not been explained, but may be due to the reporting of cases previously overlooked.

Partitions.

44. The expectation that the provisions of the Revenue Act limiting the multiplication of small maháls and perfect partitions would lighten the burden of partition work has not been realized. There is, it is true, a decline in the number of applications for perfect partition, which fell from 2,054 to 1,522 in 1901-1902, and again to 1,382 in 1902-1903, and the decrease is general in all divisions except Benares. Altogether 1,052 partitions were carried out against 858 in the preceding year; but for some reason the number of cases otherwise disposed of fell off, and the pending file was not materially reduced. On the other hand, the alteration in the law permitting imperfect partition without the consent of all the co-sharers has resulted in a large increase of work, and the number of applications for imperfect partition rose from 1,161 to 1,947, or 68 per cent. In 1901 it was only 468. The increase, however, is not evenly distributed, and the variations in different places do not seem capable of explanation. In the Meerut, Rohilkhand and Gorakhpur divisions the work of partition has doubled or trebled; but in Oudh, the Allahabad and Benares divisions the new law has made little change, while in Kumaun, where imperfect partition has been the rule, there was an actual decrease. The total number of cases—perfect and imperfect—for disposal was nearly 6,000: less than half were disposed of, so that the pending file was 29 per cent. higher at the close of the year than at the beginning. The question of the prompt disposal of partition work has received attention, and the staff in six districts was temporarily strengthened. It is hoped that the new system now extended to all districts, under which amins receive fixed salaries, will have beneficial results. Proposals for the employment of patwáris on partition work are under consideration.

Lambardars.

45. An improvement of the position of lambardárs consequent on the privileges conferred on them by section 184 of the Revenue Act is recognised in several districts. Lambardárs filed 847 applications against 204 in 1901-1902

under this section, which authorizes a collector to recover as an arrear of land revenue from a co-sharer arrears paid on his behalf by the lambardār.

46. Much remains, however, to be done, especially in the eastern districts, to bring the official revenue accounts into accord with the actual distribution of the demand among the co-sharers. In the case of complex mahāls the Government has power under section 135 of the Revenue Act to direct their division into simple mahāls, and effect to this section can be given where action is desirable. But the difficulty is not confined to complex mahāls. The authorized register gives the demand only by mahāls and lambardārs, and this system is convenient where the lambardāri system exists. Where, however, the co-sharers pay their revenue direct or through unofficial representatives of groups within the proprietary body the official accounts do not represent the actual system of payment and are misleading. This divergence between the official and actual demand opens an easy way to fraud, of which several cases were discovered, and orders were issued with a view to the introduction of a suitable form of register and the appointment of a sufficient staff for its maintenance.

Village
accounts.

47. The year under report being the first full year of the operation of the Agra Tenancy Act, the statistics of rent law litigation are specially interesting. The want, however, of a standard for comparison makes it difficult to judge of the effect of the Act. The figures for the three preceding years of fierce agitation must be left out of account, and the average for the years 1895-96 to 1898-99 was affected by the disturbing influence of famine.

The Tenancy
Act, 1901.

48. A salient feature of the year was a rise of no less than 14 per cent. in suits for arrears of rent in Agra accompanied by a marked decrease in Oudh. The increase is clearly due to the changes in the law which now provides a procedure for the ejectment of every class of tenant falling into arrears with his rent. Under Act XII of 1881 ejectment in default could be enforced only against privileged tenants or tenants holding under a lease. But under the new Act the execution of a decree for arrears of rent by ejectment can be utilized against tenants-at-will, and the process, unlike ejectment by suit, operates as an absolute and immediate break in the tenancy. The distribution of the increase of suits for arrears of rent in the year under report is peculiar and difficult to explain. The Allahabad division showed a decrease; in Benares the rise was only 10 per cent., while in Gorakhpur it was 27. In Meerut, where the law is best understood, the percentage of increase was as high as 22 per cent. Applications for ejectment on account of an unsatisfied decree have risen for the province of Agra, as a whole, by 18 per cent. as compared with 1901-1902, and 14 per cent. as compared with the average of 1895-96 to 1898-99. The percentage is no less than 53 in the Rohilkhand division, 40 in Agra and 27 in Meerut. In Benares there was a decrease, and in Gorakhpur the increase was very small. The number of actual ejectments, however, was not large, 7,747 only being ordered in 30,963 cases for disposal; but the effect of the increased stringency of the law requires careful watching. The tenants must be protected against wholesale ejectments in unfavourable seasons; but the landlord cannot be expected to discharge his revenue obligations unless his tenants are reasonably punctual in paying their rents.

Arrears of
rent.

49. The object of the present Act was to limit the power of arbitrary ejectment and to procure for the tenants some fixity of tenure. The ejectment of tenants-at-will was made more difficult, and the accrual of occupancy rights could be prevented only by complete dispossession for a year or by the grant of leases for not less than seven years. So far the results have not been encouraging. The number of ejectments by suit in 1902-1903 was 34 per cent. lower than the abnormal figures of the preceding year, but was largely above the average of the period 1895-96 to 1889-90. The statistics show an excess of 12,118 suits or, if the cases instituted on October 2nd, 1903 which belong to the year under report are added, of 22,635. The only possible explanation of this result lies in the supposition, that the landlords have failed to understand the curtailment of the legal effects of an ejectment, and the extraordinary divergences between the figures for different districts can only be attributed to the varying

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degree in which the provisions of the law have been grasped. The districts of Budaun and Moradabad accounted for more than a fifth of the total cases, but the rise above the normal was most marked in the doab districts of the Allahabad division. The results in these districts were in marked contrast to a decrease of nearly 10,000 suits in Meerut, where, as already noted, the effects of the recent legislation are understood.

Leases.

50. It is discouraging, but perhaps not surprising, that the number of long leases granted during the year was only 8,517, covering 57,027 acres, or 38 per cent. only of the non-occupancy area. Throughout many parts of the provinces written leases have always been unpopular with the tenants, while landlords are apparently deterred from granting seven years' leases by the fear that the provisions of sections 67-68 of the Act will in practice prevent the ejectment of the tenant on the expiry of his lease.

Litigation in
Oudh.

51. In Oudh rent litigation was of a more normal character. Suits for arrears of rent and ejectments in default decreased in all but three districts and were well below the average. The increase in ejectments has for some years caused anxiety. In the past year ejectment proceedings were still twice the average of the years 1895-96 and 1898-99, but were considerably less than in either of the previous two years. All fears of possible changes in the law have been removed, and with a continuance of good seasons a speedy return to normal conditions may be expected.

CHAPTER III.—PROTECTION.

19.—LEGISLATING AUTHORITY.

(See page 40 of the report for the year 1901-1902.)

20.—COURSE OF LEGISLATION.

52. The following three bills were dealt with during the year :—

- (1) The Bundelkhand Encumbered Estates Bill.
- (2) The Bundelkhand Alienation of Land Bill.
- (3) The United Provinces General Clauses Bill.

These three Bills were pending from the previous year and were passed into law during the year 1903-1904. The former two are now Acts I and II of 1903 and the last Act I of 1904.

21.—POLICE.

(Report on the administration of the Police Department, 1903.)*

53. The total volume of cognizable crime, which had fallen 18 per cent. in 1901 and 5 per cent. in 1902, again showed a decrease in 1903, amounting to 1 per cent., and was the lowest recorded since 1890. These results were due mainly to a series of favourable seasons and a general fall in prices, but partly to improved preventive work and a more intelligent use of the station registers on the part of the police. A late monsoon followed by heavy storms in the late autumn injured the kharif and the agricultural conditions were not altogether favourable in certain tracts. The character of the harvests and to some extent better reporting appears to have been responsible for a higher crime incidence in Kumaun and Oudh and in parts of the Rohilkhand division. Serious crime decreased from 43,217 to 42,352 cases, and there was a noticeable decline in the number of robberies, and of cattle and ordinary thefts. But there was some increase in dacoities and burglaries, while murders and kidnapping were more frequent than in the preceding year.

Cognizable
crime.

54. The police investigated 83,546 cases (as against 86,356 in 1902), or 49 per cent. of the crime reported. In 46 per cent. inquiry was refused. The number of cases decided was 54,078 and the percentage (83) in which conviction was obtained was practically the same as in 1902. In cases investigated by the police it fell from 55 to 53 per cent., and the delay in disposing of sessions cases in some districts was noticed as a cause of failure.

55. Cases of non-cognizable crime declined slightly from 94,877 to 94,466. The decrease would have been larger but for an increase of 2,500 offences taken up under the Municipalities and Sanitation Acts. Though the figures under such offences as rioting, intimidation and false complaints were still high, a marked falling off in minor offences against the person and disputes regarding property points to better relations between landlords and the tenantry. The number of non-cognizable cases referred to the police for inquiry continued to decline.

Non-
cognizable
crime.

56. The number of true cases of dacoity rose from 287 to 381, but the number committed by armed gangs was only 52 as compared with 53 in 1902 and 104 in 1903. Dacoities of the professional type were most prevalent in the Agra and Allahabad divisions, Mainpuri returning 7 and Jalaun 10 cases. The measures taken were generally successful, and resulted in the breaking up of numerous gangs and in the arrest of most of the ringleaders. The best work was done in the Jalaun, Mainpuri, Farrukhabad, Bareilly and Sháhjahánpur districts. Not the least gratifying features of the operations were the friendly co-operation between the officers of Jalaun and the Gwalior state and the greater readiness of the people to help the police.

Dacoity.

* See also Judicial and Administrative Statistics of British India for 1903-1904, viz. Police (Tables VII).

Summary of
serious
crime.

57. The number of true cases of robbery reported fell from 788 to 757; and owing chiefly to a revision of the rules the number classed as professional or special fell to 167, or less than one-third of that reported in 1902. In robbery cases detection and prosecution showed improvement on the previous year's work; but in poisoning cases, which rose from 26 to 30, the police were less successful. Murders numbered 460, or 40 more than in 1902, and several cases failed unexpectedly in the courts. The percentage of cases convicted to reported fell from 41 to 35, and of persons convicted to those whose cases were disposed of from 47 to 40. The number of true cases of coining fell from 274 to 211, in 75 per cent. of which convictions were obtained. Burglaries increased slightly, while ordinary thefts and cattle thefts showed a decrease: the success obtained in prosecution varied little from the percentages of the previous year. The system of registration of sales of cattle at police-stations and markets increased in popularity, and 50 cases of cattle theft were traced through the registers.

Proof of
previous
convictions.

58. Greater success was obtained in proving previous convictions than in 1902, the percentages being 19·16 against 18·29, and a larger proportion of previously convicted offenders were committed to the sessions. Identification by means of finger-prints showed improved results. Nearly 8,000 slips were received in the Central Bureau, and 1,691 criminals were identified as against 1,360 in 1902.

Absconded
offenders.

59. Little reduction in the numbers of absconded offenders on the registers was effected during the year. The lists are swollen with the names of persons whose real addresses and antecedents are unknown and whose arrest at any time is unlikely. Increased attention has been paid to the matter, and the Inspector-General believes that fewer criminals, whose correct names are known, have escaped arrest than was the case a few years ago. The rules require some revision to discriminate between the two classes of absconders.

Preventive
action.

60. Action under the bad livelihood sections of the Code of Criminal Procedure was taken against 5,930 persons as against 6,293 in 1902. The average security demanded fell from Rs. 165 to Rs. 155, but only 16 per cent. of those ordered to find security were able to furnish it. The total percentage of persons prosecuted who were previously registered rose from 32 to 36, but the lowness of the proportion in many districts indicates that the registers are neglected or misused. The greatest activity was shown in the Sahāranpur, Benares, Bareilly and Cawnpore districts.

Additional
police.

61. The additional police quartered in the Sahāranpur and Muzaffarnagar districts were withdrawn. One head constable and four constables were quartered in the Aligarh district owing to the lawlessness of the inhabitants of four villages.

Criminal
tribes.

62. The only tribes proclaimed under the Act are the Sanauriahs of Lalitpur and the Barwārs of Gonda, and very little progress has been made towards their reformation. The Barwārs refused to cultivate the land acquired for them, and of 78 men and boys for whom employment was found in the Cawnpore mills, 50 ran away. Nearly 18 per cent. of the tribe, which numbers 4,010, were absconding or in jail, and only 122 arrests were made. No advance was made in the reclamation of the Doms in Gorakhpur or the Haburahs in Moradabad. The year was marked by a violent outbreak of road dacoity on the part of the wandering tribes known as Beriāhs, Bhātus and Kanjars.

Establish-
ment.

63. The establishment was increased by one sub-inspector, 5 head constables and 43 constables, owing to changes in the Kumaun division and five other districts. The substitution of provincial police for the inferior watch and ward staff in municipalities continued, and in several towns the pay of municipal and town chaukidārs was raised. Over 5 lakhs of rupees were spent on police buildings, and good progress was made in improving the housing of the men and providing family quarters.

The Training School has passed through the experimental stage. The native gentlemen of the provinces are taking increased interest in the

institution, and no difficulty was found in securing candidates of good family and sufficient education.

64. The number of officers dismissed rose from 36 to 52, while the number of men dismissed fell from 178 to 157. Judicial punishments fell from 13 in the case of officers and 142 in the case of men to 11 and 97. The number of officers and men fined, degraded and suspended fell from 262 and 436 to 235 and 438. The figures were on the whole better than those of the preceding year, but the punishment roll is still too heavy.

Discipline.

65. In the rural police there was a net decrease of 45 chaulkidárs with a net decrease in cost of Rs. 10,892. Jágirs were restored to 224 chaulkidárs in Kumaun erroneously brought on the cash paid list. In Oudh the reorganization of the rural police was completed, except in parts of districts resettled before the passing of Act V of 1894, and at the end of the year there remained only 395 chaulkidárs remunerated by jágirs and 631 paid in cash by the zamindárs. The number of chaulkidárs rewarded rose from 8,854 to 9,975; but greater promptness and greater liberality, especially in rewarding good reporting and general good conduct, is still necessary. Punishments again decreased from 3,609 to 3,574. The lists of village headmen were further revised, and unworthy members were weeded out. The number convicted of criminal offences fell from 112 in 1902 to 78 in 1903, and reports by mukhiyas rose from 4,449 to 5,338. The figures show steady improvement and the mukhiya, with proper treatment and encouragement, will gradually assume a useful place in the administrative system. Only Rs. 302 were spent in rewards to headmen, and there appears to be room for greater liberality in the recognition of good work.

Rural police.

66. During the year recruiting centres were abolished, and the old system of local recruitment was reintroduced. The mounted police were reorganized, and the force was reduced to 260 men divided between nine headquarters stations. Sowárs, hitherto employed as orderlies, were replaced by constables on bicycles. Revised proposals for the surveillance of time-expired convicts and bad characters by means of history sheets were submitted, and the rules regarding the co-operation between the railway and district police were revised. A special inquiry in conjunction with the Bengal officers was instituted into the subject of the river dacoities committed by the Mallahs of Mirzapur on the Ganges and the incursions into Bengal of the Bhárs of Benares, Chain Mallahs and Palwar Dusáds of Ballia and Mallahs of Muttra. The measures adopted were highly successful: important arrests were made, and valuable information was collected. An officer was placed on special duty to overhaul the work in the Inspector-General's office with a view to decentralization and curtailment of correspondence.

Reforma.

22.—CRIMINAL JUSTICE.

(*Reports on the administration of Criminal Justice, 1903.*)*

AGRA.

67. In no year since 1872 have the statistics of reported and investigated crime reached so low a level as in 1903. From 128,230 in 1902 (itself a year of low crime statistics) the number of reported offences fell to 123,602, while 85,538 were brought to trial against 91,121 in the preceding year. Offences brought to trial under the Penal Code were 51,403 (against 55,793), and a decrease of crime was recorded under all the main classes of offences. In a few districts outbreaks of serious crime occurred; but these were the exception. In Jalaun robberies and dacoities increased from 3 to 20, in Naini Tal from 18 to 38, and serious crime was more frequent in Hamirpur and Sháhjahánpur. Offences under special and local laws fell from 34,509 to 23,707 in 1903. An increase in cases under the Municipalities, Hackney Carriages and Prevention of Cruelty to Animals Acts indicates some activity in enforcing local rules and regulations.

Returns of
crime.

* See also Tables of Judicial and Administrative Statistics of British India for 1903-1904, *vis.* Criminal Justice (Tables IV).

PROTEC-
TION.Courts of
original
jurisdiction.

68. Magistrates disposed of 85,231 cases (against 91,357 in 1902), of which 17,625, or nearly 21 per cent., were tried by Honorary Magistrates sitting singly or as benches. Of 146,924 persons whose cases were disposed of, 71,701 or 50 per cent. were convicted. Courts of session decided of 1,944 cases, as against 1,963 in 1902, and 2,396 persons, or 66 per cent. of those whose cases were disposed of, were convicted. Two European British subjects were tried by the High Court in exercise of its original jurisdiction: one committed from Oudh was convicted and the second was acquitted.

Duration of
trials.

69. The average duration of trials (10 days) was slightly higher than in 1901 and 1902, but the number of cases reported as ponding over six weeks showed an improvement on the previous year's returns. The number of witnesses examined (280,075) was over 26,000 fewer than 1902. Less than 8,000 of those summoned were detained beyond the second day in courts of magistrates. In spite of the decreased volume of crime requiring to be dealt with, the pending file rose from 1,273 to 1,413 cases.

Punishments.

70. As was to be expected from the character of the crime, punishments were, as a rule, lighter than in 1902. Sentences of death and transportation declined from 102 and 316 to 87 and 294, respectively; but sentences of over seven years' imprisonment increased. There appears to be a reluctance in several districts to exercise the power of awarding sentences of solitary confinement. Sentences of whipping fell from 4,733 to 4,058, and were ordered in 34 per cent. of the cases in which whipping was a legitimate sentence. The decrease in the number of whipping was a natural result of the smaller numbers of petty thefts reported during the year. Fines were imposed on 47,784 persons, as against 51,888 in the previous year, and of Rs. 2,60,000 imposed Rs. 2,30,000 were realized.

71. During the year 35 boys were sent to the Reformatory School, and 55 youthful offenders were released under section 31 of the Reformatory School Act, 1897: 358 persons were released on probation under the first offender's section of the Code of Criminal Procedure.

Appeals and
revisions.

72. The number of appellants before the Courts was over 2,000 less than in the preceding year. The cases of 6,151 persons came before District Magistrates and of 8,194 before Sessions Judges. In the courts of District Magistrates the sentences of the subordinate courts was upheld in 75 per cent. and in Sessions Court of 72 per cent. of the cases disposed of. The average duration of appeals was slightly higher, being 16 days in the courts of District Magistrates and 19 in courts of session.

High Court.

73. One thousand six hundred and twenty-eight persons appealed to the High Court, the sentences passed on 197 being reversed or modified. Appeals on behalf of Government against the acquittal of 27 persons were before the court for disposal. The order of acquittal was not disturbed in the case of 10 persons; a new trial was ordered in the case of one, and the cases of 16 remained pending. One thousand six hundred and seventy-four persons were dealt with under the revisional powers of the court. The sentences passed on 39 were enhanced, and those passed on 1,132 were not disturbed.

OUDH.

Returns of
crime.

74. As in Agra, the returns of crime reported and brought to trial in Oudh exhibited a substantial decrease. Offences brought to trial under the Penal Code fell from 20,221 in 1902 to 19,048 in 1903, the decrease falling chiefly under hurt and assault. Under special and local laws there was only a small decrease (from 11,670 to 11,383), increased action having been taken in most districts under the bad livelihood sections of the Criminal Procedure Code and in two districts under the Village Sanitation Act.

Courts of
original
jurisdiction.

75. Magistrates disposed of 29,737 cases (against 31,169 in 1902), of which 5,037, or nearly 17 per cent., were tried by Honorary Magistrates. Of 53,925 persons whose cases were disposed of, 23,693 or 43 per cent. were convicted. Courts of session disposed of 481 cases against 487 in the preceding year, 579 persons, or 62 per cent. of those whose cases were decided, being convicted.

76. The average duration in magisterial courts was the same as last year—nine days, while in sessions courts it fell from 44 to 39 days. There was a slight decrease in the number of witnesses examined; and of 90,696 summoned, only 3,148 were detained beyond the second day.

Duration of
trials.

77. Owing to the decrease of serious crime reported, sentences of death (47) and transportation (139) declined in number, and the only increase in severer punishments occurred under imprisonments of seven years and under. Sentences of whipping (1,516) were nearly as numerous as in 1902; the percentage, however, of such sentences to the number of cases in which whipping might have been inflicted fell from 37 to 32. Sentences of solitary confinement decreased in most districts and are not as freely awarded as is desirable. Three boys were ordered detention in the Reformatory School, and 27 youthful offenders were dealt with under section 31 of the Reformatory Schools Act. Increased use was made of section 562 of the Criminal Procedure Code, 171 persons being released on probation against 137 in 1902.

Punishments.

78. The cases of 1,206 persons were before District Magistrates and of 2,068 before Sessions Judges on appeal. In 70 per cent. of the appeals disposed of the orders of the subordinate courts were upheld. The average duration of appeals was 15 days.

Appeals and
revisions.

79. The criminal work of the Judicial Commissioner's Court was less than in 1902. Altogether 440 persons appealed to the court against the sentences passed on them by subordinate courts: the sentences passed on 54 were reduced or modified, while 73 sentences were enhanced. The cases of 265 persons were dealt with in revision; the sentences of 17 were enhanced, and the orders regarding 196 were not disturbed.

Court of
Judicial
Commissioner.

23.—PRISONS.

(Report on the administration of Jails, 1903.)*

80. In 1902 the total number of convicts rose to 33,255. Owing to a prosperous season and a marked decrease of serious crime, the number fell in 1903 to 30,245. The jail population was largely reduced by the release of 4,396 prisoners on the occasion of His Majesty's Coronation, and the daily strength was only 21,345 (as against 26,038 in 1902)—the smallest number on record since 1888. Of the convicts admitted 2,982, or 9·85 per cent., were habituels, as compared with 8·82 per cent. in 1902; but the percentage is appreciably lower than in the years 1897 to 1900. Jail discipline is gradually being made more deterrent by the provision in all jails of cubicles for the separate confinement of habitual criminals at night. With fewer admissions, sentences combining solitary confinement with imprisonment decreased from 2,672 to 2,500.

General.

81. Two thousand seven hundred and seventy-seven prisoners were released on appeal, 16,509 on expiry of their sentences, and 8,863 under the good conduct rules. All these figures are smaller than those of the previous year. On 1st January 1903, 2,617, or 10 per cent., of the male prisoners were unconditionally pardoned, and 1,145 received remissions entitling them to release. Five hundred and ninety-six female convicts and 88 civil prisoners were set free. Of the total number of convicts released only 83 males and 21 females had been reconvicted up to the end of the year. The release of the better behaved prisoners and convict officials hampered the maintenance of proper watch and ward, and six prisoners, as compared with five in 1902, effected their escape. Four of them were recaptured.

82. The total number of punishments recorded in jail was 38,763 against 42,970 in 1902. One-third of the punishments inflicted were formal warnings. Floggings were more frequent than in the preceding year, but penal diet as a form of punishment was resorted to in only 170 cases as against 676 in 1902. Offences necessitating trial by criminal courts fell from 20 to 11.

Punishments.

Health.

83. The decrease in the jail population had an excellent effect on the health of the jails. The daily average of sick was 33·6, as against 34·9 in the year preceding; and the death-rate, which fell from 20·4 to 15·5 per thousand, was the lowest ever recorded in the provinces. Of the jails, previously considered unhealthy the Binda (death-rate 47 per mille) and Benares (31) district jails presented a high rate of mortality. But the Benares Central Prison recorded the low rate of 9·2 per thousand, and at Allahabad, Cawnpore and Jaunpur the mortality fell below 20 per mille. At Muzaffarnagar (death-rate 35 per mille), Fyzabad and Azamgarh there were outbreaks of cerebro-spinal fever, which were checked by disinfection and evacuation. Cholera appeared in epidemic form in the Agra Central Prison and caused 10 deaths. The low death-rates in 1903 from dysentery (2·8 per mille) and tubercular disease (2·3 per mille) were attributed to the progress made in the isolation of patients. Much also has been done of late years to improve the sanitation, particularly in the matter of water-supply, of the jails; and the once notoriously unhealthy jails at Mirzapur and Moradabad have recorded death-rates during the last two years of 22·17 and 15·20 respectively.

Expenditure.

84. The total expenditure on maintenance and guard, excluding the cost of additions and repairs to jails, amounted to Rs. 11,89,130, as compared with Rs. 13,66,900 in 1902. The average cost per head, however, rose from Rs. 49-8-0 to Rs. 51-5-11. This is accounted for by the reduced average strength of the population, which increased the incidence of fixed charges, such as establishment. Grain was cheaper than in the previous year, and dieting charges fell from Rs. 24-4-7 to Rs. 22-15 2 per head.

Employment.

85. Eight thousand five hundred and fifty convicts, or 40 per cent. of the average strength, were employed on manufactures and 18 per cent. as officers and servants, others being employed in gardens, on jail repairs and in preparing articles for jail consumption. The net earnings of labouring convicts stood at Rs. 2,03,443, as compared with Rs. 2,26,343 in 1902 and Rs. 1,94,957 in 1902. In spite of a fall in the total profits the average profit per head of convicts sentenced to labour rose from Rs. 8-12-0 to Rs. 9-10-0—a figure not equalled since 1888.

Sanitary works.

86. Special and additional grants made to the jail department (over and above the normal grant of Rs. 70,000) for original works amounted to over a lakh and a quarter of rupees, of which a sum of Rs. 35,000 was earmarked for building cubicles for habituals. The central and district jails at Benares were connected with the municipal water-supply, and a new water-supply was provided in the district jails at Bulandshahr, Mainpuri and Fatehpur, while improvements in distribution were made in five other jails. Night latrines on the new standard plan are being provided in all the jails as funds admit.

24.—CIVIL JUSTICE.

(Reports on the administration of Civil Justice, 1903.)*

AGRA.

Courts of original jurisdiction.

87. Institutions in courts of original jurisdiction, excluding village courts, which had fallen in 1901 and 1902, rose to 90,548 in 1903—an increase of 3 per cent. No special reason could be assigned for the increase except in Jhānsi, where a marked rise of 18 per cent. in institutions was possibly due to a desire to secure decrees before the Alienation of Land and Encumbered Estates Acts came into force. Suits for money and moveables rose from 60,353 to 63,089: the variations under other classes were small. The value of the suits filed in 1903 increased by nearly 14 lakhs of rupees, being Rs. 2,78,62,434 against Rs. 26,46,330 in 1902. The number of suits for disposal was 102,834, or 1,893 more than in the preceding year; but the disposals being better the pending file of original suits was slightly reduced. The number of suits decided after contest was 25,647, or 27 per cent. of the whole, as compared with 30 per cent. in 1902. The average duration of contested suits fell in all courts.

* See also Tables of Judicial and Administrative Statistics.

PROTEC-
TION.Execution of
decrees.

88. The number of applications for execution of decrees, which had fallen to 102,885 in 1902, rose again to 104,603 in 1903. Disposals, however, more than kept pace with institutions, and the pending file was reduced by 409 cases. The percentage of wholly infructuous applications—55 per cent.—was slightly higher than in 1902, and the amount realized in execution was Rs. 59,78,885, as compared with Rs. 62,67,211 in the preceding year.

89. The number of appeals from decrees before the subordinate courts was 12,391—a decrease of 1,313. Disposals were also fewer, and in several districts arrears were allowed to accumulate. The number of appeals pending over three months rose from 1,188 to 1,482.

Appeals.

90. The High Court disposed of 249 miscellaneous cases during the year. Four hundred appeals from original decrees were decided, in 61 per cent. of which the original orders were upheld, and the pending file of such appeals was reduced by 61. One thousand one hundred and nineteen second appeals were heard and 1,427 left pending.

High Court.

91. Of the 10 appointments made to the rank of Honorary Munsifs in 1901, two were cancelled. Five Honorary Munsifs in 1903 disposed of 214 original suits and four miscellaneous cases, of which only 39 were contested.

Honorary
Munsifs.

The Village Courts Act is being gradually extended, and the number of village courts was 178 in 1903, as compared with 158 in 1902. The number of institutions rose from 6,063 to 7,270, or nearly 20 per cent. Suits for sums not exceeding Rs. 20 (suits of larger value not being triable by village courts without the consent of the defendants) account for 6,610 of the total institutions, while nearly half were based on oral contract. Seven thousand and eighty suits were disposed of, the bulk of the work being done by 93 village munsifs in the Muzaffarnagar district, who decided 3,974 cases. In Bijnor there was a marked decrease, amounting to 75 per cent., in institutions and disposals, in consequence of the exercise of stricter control with a view to confining the munsifs in their jurisdiction. Of the 7,080 suits disposed of by village munsifs, 23 per cent. were decided without trial, 69 per cent. after trial without contest, and only 7 per cent. (as compared with 6 per cent. in 1902) were contested. An examination of the statistics for those areas in four districts in which the Act has been in force since 1895 indicates that the counts are not gaining ground. The number and value of the suits instituted in these parganas has fallen 50 per cent., and the number of suits contested is very small. Few real disputes seem to come into court, and the experience in Bijnor indicates that the powers of the courts are abused. A mistake has been made in extending the Act to too many districts, and revision of the appointments already made is required, the unsuitable men being weeded out.

Village
Courts.

ODDH.

92. Institutions were 46,841, exhibiting a small decrease of 416 suits. Suits for money and moveables increased from 38,571 to 39,144, while the number of mortgage suits and suits for immoveable property declined. In spite of the fall in institutions the value of the subject-matter in dispute increased from Rs. 1,30,66,381 to Rs. 2,15,53,791, a suit in the Lucknow judgeship for the Amethi estate being valued at a crore. The number of the original suits before the courts was 56,673, as compared with 55,745 in 1902. Nearly one thousand more cases were decided, and the pending file was reduced, except in the courts of munsifs. Subordinate judges disposed of 7,566 cases, against 7,211 in the preceding year, and munsifs decided 34,047 cases, or 1,251 more than in 1902. The average duration of trials in contested suits was higher, except in the chief district courts. District judges decided 10 original suits (9 contested), and the average duration of each case was 256 days, against 439 in 1902.

Courts of
original
jurisdiction.

93. The number of applications for execution of decrees continued to decline, being 40,431 in 1903 as against 42,777 in 1902 and 44,609 in 1901. The disposals were fewer than in the year preceding, but the pending file was reduced from 5,618 to 5,082. The percentage (56) of wholly infructuous

Execution
of decrees.

Appeals.

94. In the courts of subordinate judges there were for decision 2,179 regular appeals (as compared with 2,023 in 1902), of which 1,666 were decided. District Judges disposed of 620 regular civil appeals (against 651 in the preceding year) out of 1,239 for disposal. Rent appeals increased, but the number of cases of all kinds decided by district judges fell from 4,600 to 4,441. The percentages of decrees confirmed on appeal were 56 per cent. in the courts of subordinate judges and 57 in courts of district judges, and were rather higher than in 1902, when they were 55 and 53, respectively.

Judicial
Commissioner's
Court.

95. The court of the Judicial Commissioner, consisting of three judges, dealt with 1,496 appeals of all kinds out of 2,222 for disposal, and the pending file was reduced from 1,176 cases at the beginning to 726 at the end of the year.

Honorary
Munsifs.

96. There being three fewer honorary munsifs in 1903, institutions fell from 2,037 to 1,603. Honorary munsifs disposed of 1,750 suits (25 per cent. after contest) and 113 miscellaneous cases, and 275 cases remained pending.

Village Courts.

97. The Village Courts Act was extended to parts of the Lucknow and Kheri districts; but no munsifs were appointed. Only 16 munsifs out of 257 in Oudh tried any cases: of 238 suits for disposal 141 were decided and 97 left pending.

KUMAON.

Courts
of original
jurisdiction.

98. Institutions, which rose in 1902 to 4,644, fell to 4,187 in 1903 and were considerably less than the average for the five preceding years—4,594. The large majority (3,257) were for money or moveable property. The total value of the suits instituted was under three lakhs of rupees, 81 per cent. being for sums not exceeding Rs. 100. The number of cases for decision was less than in 1902: disposals, however, were fewer, and the pending file rose from 542 to 603. Of the 5,343 suits disposed of, nearly 64 per cent. were decided without trial or without contest, the bulk of the cases in the division being settled out of court. The average duration of contested cases rose from 61 to 74 days, being highest (98 days) in Naini Tal.

Execution of
decrees.

99. The number of applications for execution of decrees was 2,629 or 20 more than in 1902. Of 2,248 disposed of, 26 per cent. were executed in full, while 50 per cent. were wholly infructuous. As usual, the percentage of success was highest in Garhwāl and lowest in Naini Tal.

Appeals.

100. The total number of regular and miscellaneous appeals for disposal was 457 against 470 in 1902. Of these 401 were disposed of, leaving 56 pending. In 60 per cent. of the contested appeals (311) the orders of the lower courts were confirmed.

25.—REGISTRATION.

(Report on the administration of the Registration Department, 1903.)*

Registrations.

101. There was no change in the number of the registration offices, which is 264. The total number of documents of all classes registered was 198,231, as against 199,872 in 1902, or a decrease of .8 per cent. The figures exhibited only slight variations for those of the previous year; but leases for a term, which in 1902 had fallen by 50 per cent., declined in the province of Agra from 16,829 to 14,238, or 10 per cent., in 1903. The disturbance caused by the introduction of the Tenancy Bill seems to have passed away. The prevalence of plague and a high rate of mortality from all causes may be responsible for an increase of 10 per cent. in the number of wills registered. In Banda and Jhānsi registrations affecting immoveable property showed a decrease of 12 and 29 per cent., respectively, owing to the introduction of special Bundelkhand Acts.

Prosecutions.

102. Three cases of false personation were pending from the previous year, and two were instituted in 1903. Of the seven persons concerned, five were convicted and two acquitted.

* See also Tables of Judicial and Administrative Statistics for British India for 1903-1904. (Tables IX.)

103. The receipts were slightly higher than in the year preceding, and the total income of the department was a little over 4½ lakhs of rupces. The expenditure fell from Rs. 2,53,921 to Rs. 2,38,868 ; but the saving was nominal, the salaries for December 1902 having been paid in advance and debited to the year 1902.

26 -- MUNICIPAL ADMINISTRATION.

(Review of Municipal Administration, 1903-1904.)*

104. There was no change during the year in the total number of municipalities (104) and in the number in which octroi was in force (82). From the 1st of April 1904 fourteen municipalities, in which it was desirable to simplify the machinery of control and accounts, were converted into notified areas.

Constitution.

105. The revision of octroi schedules, in consequence of the limit of taxation having been raised by the Government of India, continued during the year. In order to lessen the inconvenience caused to through trade, and to diminish the labour involved in the payment of heavy refunds, the octroi on certain commodities was replaced by direct taxation in several municipalities. The Hāthras board substituted direct taxes on cloth and sugar merchants for the octroi on cloth and sugar. Octroi on grains was abolished in Ghāziabad and Hāpur in favour of a tax on grain-dealers ; and in Soron and Ghāziabad a tax on sugar-refiners replaced octroi on sugar. In Allahabad and Meerut the financial needs of the boards compelled them to impose a tax on houses, buildings and land. The Naini Tāl board overhauled its system of taxation, and 11 other boards revised or reimposed direct taxes.

Revision of
octroi and
new taxes.

106. The imposition of direct taxation involved the making of rules for the assessment and collection of the taxes, and in several municipalities existing rules dealing with this matter were recast. Considerable activity was shown in framing rules for the regulation of slaughter-houses and the sale of meat, and a large number of boards submitted rules regarding the storage of petroleum. Rules were also made in various municipalities in respect of the erection and re-erection of buildings, the regulation of traffic, cattle markets and *tehbāzārī*, the registration of births and deaths, the management of provident funds, and elections. The peculiar circumstances of Hāthras rendered the framing of special octroi rules imperative, and certain other changes were adopted in the Municipal Account Code.

Rules.

107. The year opened with a balance of Rs. 16,48,576. The total income of the year, apart from special items, such as special grants given by the Local Government and loans, amounted to Rs. 55,52,831—an increase of more than 1½ lakhs over the figure of the preceding year. The aggregate expenditure rose by Rs. 7,64,213 to Rs. 68,14,793. The closing balance was Rs. 20,18,342. Nine boards had closing balances in excess of Rs. 30,000. In Cawnpore the amount reached Rs. 5,70,000 : in Benares and Lucknow nearly 2 and 1½ lakhs, respectively. In most cases the balances will be utilized on drainage projects and other special schemes of improvement which are either being carried out or under contemplation. The large balance in the hands of the Cawnpore board represents the unspent portion of the loan of 10 lakhs, and will be more than absorbed by sanitary works.

General
financial
position.

108. The net receipts from octroi rose from Rs. 29,68,970 to Rs. 30,73,288. In view of the prevalence of plague the increase of over one lakh is satisfactory. Several causes operated to produce the favourable results of the year. Good seasons induced larger purchases, while marriages were numerous and expenditure on them lavish. In the previous year an accumulation of stocks had led to large exports and an increase in refunds ; the year under review saw stocks replenished, while the easy prices which prevailed resulted in diminished exports. The revision of various schedules in accordance with the orders of the Government of India was effected in the latter part of the year and contributed to swell the receipts ; but the full effect of these measures is not yet apparent.

Receipts.
Octroi.

* See also Tables of Judicial and Administrative Statistics for British India for 1908-1904, viz. Municipal

Receipts from taxes other than octroi.

109. Taxes other than octroi yielded an income of Rs. 11,68,841, as against Rs. 11,73,026 in the previous year. The most important variations were an increase of Rs. 31,359 in the proceeds derived from water-rate and of Rs. 8,693 in the tax on pilgrims, and a decrease of Rs. 43,866 in terminal receipts in Cawnpore. Better supervision and a revised assessment resulted in an improvement in the receipts from water-rate in Agra, and the assessment in Lucknow was also revised. The occurrence of the Kumbh Mela accounts for the enhanced income from the pilgrim tax in Hardwar.

Receipts from sources other than taxation.

110. The income derived from other sources than taxation was Rs. 59,962 in excess of the previous year's income, after deducting the extraordinary items to which allusion has already been made. The chief increases were from rents (Rs. 19,197), conservancy receipts (Rs. 20,970) and fees for markets and slaughter-houses (Rs. 12,616). Rents fell in Cawnpore, owing to plague, and in Agra, where trade was slack. On the other hand, the Pilibhit board reaped substantial benefit from improved administration. A stricter observance of the *tehbázári* rules contributed to a rise in the receipts from market fees, and the income from slaughter-houses increased with the revision of the rates charged. The receipts from the sale of night-soil and city sweepings amounted to Rs. 1,25,000, and the increase on the average figure for the preceding triennium was no less than Rs. 13,500. The most striking advance in recent years has been made in Moradabad, where the income rose from Rs. 664 in 1900-1901 to Rs. 10,100 in the year under review. A large number of municipalities obtained little or no income at all from the sale of night-soil. In the hill stations and in Hardwar and Dehra the circumstances are peculiar, but in the other municipalities better supervision might effect a change.

Contributions and special grants from Government.

111. Special grants, aggregating Rs. 3,14,550, were made by the Local Government to various municipal boards. A sum of Rs. 1,51,500 was divided among 73 of the poorer municipalities for the purpose of assisting them in carrying out various sanitary improvements as a measure of protection from plague. On the whole, the grant effected a marked advance in the cleanliness of the towns concerned. A grant of Rs. 20,000 was given to each of the Allahabad, Cawnpore and Lucknow boards, to help them to meet heavy plague charges, and further assistance was rendered to Allahabad by a grant of Rs. 12,050 towards the Kydganj drainage scheme. The Naini Tal board received Rs. 40,100 for the improvement of the sanitation of the settlement, and Rs. 30,000 were allotted to Mussoorie in order that defects in the sanitary condition of the Landour bazaar might be rectified.

Loans.

112. The Agra board borrowed a further sum of Rs. 42,000; Rs. 7,000 were taken on account of the water-works and Rs. 35,000 represent the first instalment of a loan of Rs. 80,000 required for the construction of an intercepting sewer and tunnel. Benares received Rs. 1,50,000, the last instalment of the loan of Rs. 10,00,000 taken for the sewerage project, and Rs. 10,000 were drawn for the Dehra drainage scheme.

Expenditure.

113. The introduction of better sanitary arrangements led to an increased expenditure of Rs. 29,551 under conservancy. The expenditure from capital and revenue on drainage and sewerage projects exceeded seven lakhs of rupees, and the increase (over one and a half lakhs) under this head marks the general activity which is now being displayed in improving the sanitary condition of municipal towns. Plague charges fell from Rs. 1,86,596 to Rs. 1,27,106, the chief diminution being in Cawnpore (Rs. 51,298) and Allahabad (Rs. 35,365). Police expenditure rose to Rs. 5,37,462; but relief from these charges has been afforded during the current year to the extent of over three and a half lakhs of rupees, and this addition to the boards' resources will enable them to undertake measures of sanitation which will be valuable as a defence against plague. The expenditure on the water-supply in eight of the larger municipalities, in which there are water-works, amounted to Rs. 4,59,881, and the same municipalities provided Rs. 4,92,893 for the execution and maintenance of drainage works out of a provincial aggregate of Rs. 7,16,176.

Drainage.

114. Satisfactory progress was maintained in the execution of the drainage and sewerage works in Benares. Rs. 1,25,000 were

loan money and no less than Rs. 89,084 out of the revenue. In Cawnpore the main intercepting sewer and the low level sewers were completed. The execution of a general scheme, which was postponed for want of funds, will be undertaken by the Lucknow board from the special grant of Rs. 3,00,000 made by the Government of India and from the loan which the board will now be able to take. In Agra the diversion of the Fort drain has been put in hand, and the intercepting sewer is being constructed. The Muzaffarnagar drainage scheme has been carried through with success, and outfall drains have been constructed for the sullage of Aligarh. A start has been made on the surface drainage of Dehra, and on the important scheme for draining the waterlogged town of Kosi.

115. The expenditure on education rose by Rs. 11,064 to Rs. 1,82,514; but the number of schools fell from 822 to 766, and the number of scholars from 50,132 to 49,057. The expenditure, including the contributions to district boards, was 4·7 per cent of the net income.

Education.

116. The number of births recorded fell from 141,391 to 134,590, and the number of deaths was 176,173 as against 161,260 in the preceding year. A widespread epidemic of measles was the cause of a heavy infantile mortality, and cholera visited many municipalities; but the rise in the death-rate was chiefly due to the spread of plague.

Vital
statistics.

117. On the whole the year was one of continued prosperity. Activity in sanitary matters was the most prominent feature of the year's administration and the liberal subsidies given by the Government to the poorer municipalities enabled them to carry out much useful work. In the current year the board's resources have been augmented by the relief afforded to them from police charges and by a more liberal standard of octroi rates, and steady progress in the direction of sanitary reform is to be looked for.

General
results.

A general and sustained improvement was noticeable in the municipal accounts. The most important defect brought to light by the audit was the want in certain municipalities of a complete and accurate record of the land and other immoveable property under the management of the boards.

27.—LOCAL BOARDS.

(Report on the working of the Local and District Boards, 1903-1904.)*

118. There was no change in the number of district boards and district committees, and the District Magistrate continued in every case to hold office as chairman of the district board and president of the district committee. The boards and committees were composed of 938 members in all, of whom 609 were elected and 74 nominated, while 255 members joined the boards by virtue of their office. The attendance at meetings generally showed an improvement on the previous year, and non-officials were present at more meetings.

Constitution.

119. Excluding contributions from provincial revenues, the actual income of the boards available for expenditure aggregated Rs. 50,05,224, a decrease of Rs. 35,728 on the figures of the previous year. Higher receipts accrued from ferries, pounds and arboriculture; but this increase was more than counterbalanced by the large diminution, exceeding Rs. 68,000, in the income from provincial rates, due to the suspension of cesses in Bundelkhand and the southern tahsils of the Allahabad district. The net contribution made by the Government rose to Rs. 10,21,304—a figure nearly a lakh of rupees in excess of the already large grants of the preceding year. By means of this subsidy the boards were enabled to continue various educational reforms and to carry out many important public works.

Income.

120. The expenditure of the boards, exclusive of the amounts contributed to provincial revenues, amounted to Rs. 60,58,843, and exceeded the previous year's figure by Rs. 1,38,497. Over a lakh more was spent on education, while increased expenditure was also incurred on hospitals and dispensaries and on pounds. A small decrease of Rs. 12,000 occurred in the amount devoted to civil works, but the total expenditure under this head fell little short of 32 lakhs of rupees.

Expenditure.

* See also Tables of Local and District Boards, 1903-1904, p. 1.

PROTECTION.

121. The year opened with a balance of Rs. 14,00,579 and closed with one of Rs. 13,74,724 or Rs. 9,74,724 in excess of the prescribed minimum of Rs. 4,00,000. Large special grants for public works had been given against these balances; but for various reasons the boards were unable to utilize them in full.

Decentralization.

122. The orders of the Government of India on the new scheme of local finance have been received, and a larger measure of financial independence is likely to be secured for the boards. The scheme will, it is hoped, be ripe for introduction with effect from the 1st April 1906.

Education.

123. The number of primary schools increased in all but the Benares and Gorakhpur divisions; but the policy of assisting aided schools in preference to starting new board schools requires to be kept steadily in view as the best means of encouraging primary education with the limited funds which the boards have at their disposal. The total number of scholars on the rolls was higher than in the preceding year, and the increase would have been larger but for the widespread epidemic of plague. Since the year closed the prospects of the teaching staff have been improved by the institution of provident funds for teachers on Rs. 10 per mensem and over, while the boards have been permitted to subscribe for pensions for deputy inspectors, sub-deputy inspectors, and the head masters of the high schools who are not already in pensionable service.

Medical.

124. The returns for the Agra, Rohilkhand, Allahabad, and Benares divisions showed an increase in the number of patients treated at the boards' dispensaries. In the remaining divisions there was a decrease, due in part to fear of plague and in part to the recent orders directing that a supply of medicines sufficient to last for two or three days should be given to out-door patients when they reside at a distance from a dispensary.

125. Through the generosity of native gentlemen new dispensaries were opened or undertaken at Mankapur, Pilibhit and Jaunpur. An eye ward has been added at considerable cost to the Thomason hospital at Agra, and the new ward for Europeans at the Prince of Wales hospital at Cawnpore was almost completed.

Vaccination.

126. The number of operations performed by the boards' vaccinators during the year showed an increase over the figures of the previous year in all except the Gorakhpur, Lucknow and Fyzabad divisions. In these divisions the prevalence of plague resulted in a falling off. Little opposition was shown by the people to the work of the department, and the protection afforded by vaccination is generally becoming more fully recognised and appreciated. The Government has noticed with pleasure the interest taken by native gentlemen in various districts in promoting the work. The conduct of the staff generally was satisfactory and cases of misbehaviour were rare.

Public works.

127. The expenditure under public works amounted to Rs. 31,81,897 as compared with Rs. 31,94,192 in the previous year. The greater part of the allotments went to the construction and repairs of roads and bridges, and special attention continued to be paid to the development of road communications in the Gorakhpur and Basti districts, in the trans-Jumna tract of the Allahabad district, and in Bundelkhand. School and dispensary buildings received liberal grants, and much good work was accomplished.

128. Complaint is again made of the difficulty of securing proper supervision of works carried out under the direct control of the boards. The Government last year expressed its willingness to receive proposals for the appointment of special engineers from those boards which were in a position to bear the expense, but no action in this direction has been possible up to the present owing to the difficulty in finding men suitable for such posts. The boards will, however, be permitted to subscribe for pensions for the sub-overseers, and the introduction of a scheme of pensionable service should enable them to obtain a better class of men for the work.

Arboriculture.

129. Considerable progress was made in the extension of roadside avenues, though the heavy rains of 1903 damaged young trees in some districts. Private individuals have been encouraged to assist in planting

avenues in various districts of the Agra, Rohilkhand, Allahabad and Fyzabad divisions, and in the Fatehpur district no less than $21\frac{1}{2}$ miles of avenues were planted in this manner.

130. Ten veterinary dispensaries were open during the year, and veterinary assistants were posted in 43 districts. Several assistants were successfully trained at the Mukhtesar Bacteriological Laboratory in the method of inoculation, and the number of cattle inoculated for rinderpest and anthrax rose to 7,769 from 946 in the preceding year. Horse and mule-breeding operations in the Muzaffarnagar, Meerut, Bulandshahr and Aligarh districts were transferred to the Army Remount department during the year.

Civil
veterinary
department.

131. The ordinary grants provided for village sanitation were expended on repairs to wells and drains and in clearing rank vegetation and undergrowth from the neighbourhood of inhabited sites. In addition to the ordinary grants, special grants, aggregating Rs. 60,000, were placed by the Government at the disposal of the boards for the purpose of improving and purifying the water-supply in Act XX towns and the larger villages. The money was generally spent to advantage, and many useful improvements were effected.

Sanitation.

132. The year was one of progress in several directions, and there are indications of increasing interest on the part of non-official members in the work entrusted to the boards. A revision of the normal allotments for public works, which will result in a considerable augmentation of the funds at the disposal of the boards for local improvements, has been completed, and will take effect from the ensuing year. The dispensary allotments from the boards' budget for European medicines and instruments, which experience has shown to be inadequate in most districts, have been similarly revised.

General.

28.—VOLUNTEERING.

(Reports of Commandants of Volunteer Corps, 1903-1904.)

133. During the year two reorganization schemes received the sanction of the Government of India. The five Light Horse Corps in the provinces were amalgamated into a provincial corps, designated the United Provinces Light Horse. The five squadrons or troops were permitted to retain their special designations, and they will in future be known as the Cawnpore, Oudh, Allahabad, Gházipur and Gorakhpur squadrons of the amalgamated corps. The second scheme referred to is the reorganization of the Infantry Corps in Oudh and Rohilkhand. The employés of the Oudh and Rohilkhand Railway, who were distributed between the Rohilkhand Volunteer Rifles and Oudh Volunteer Rifles, were amalgamated into a single corps called the Oudh and Rohilkhand Railway Volunteer Rifles. The Rohilkhand Volunteer Rifles were abolished and the non-railway men were transferred to the Naini Tal Volunteer Rifles. The designation of the Oudh Volunteer Rifles was altered to Lucknow Volunteer Rifles, and the corps will be recruited from non-railway men in Oudh.

Reorganization.

134. The strength of the active force (all ranks) was 3,957, of which 407 were Light Horse. There was a decrease of 153 in the infantry, but an increase of 37 in the cavalry. There was little change in the number of extra-efficients; but the number of marksmen, owing to the issue of the new rifles, rose from 1,983 to 2,204.

Active
strength.

135. The reserve continued to decline. During the year under report the decrease was from 354 to 323.

Reserve.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

29.—AGRICULTURE.

*(Report on the operations of the Department of Land Records and Agriculture, 1902-1903.)**

Implements. 136. The trials of the double-gearcd chain pump in the Meerut district were a failure; but under the pressure of a scarcity of labour the Baldeo water lift was adopted in Cawnpore. The number of improved ploughs issued increased and a selection of implements was sent to the Kashmir State.

Distribution of seed. 137. Good work is done by the department in the distribution of seed to the public and the operations continued to expand. Five hundred and eighty-eight maunds of selected seed were sold for cash from the Cawnpore farm against 336 maunds in the preceding year; while the local depôts issued 4,000 maunds of cleaned seed to cultivators, the kind most in demand being Muzaffarnagar wheat. An experiment is being made to see whether the high grade rice of the submontane districts can be successfully grown in southern Oudh.

Breeding. 138. Horse and mule-breeding operations in the four principal horse-breeding districts of these provinces—Muzaffarnagar, Meerut, Bulandshahr and Aligarh—were placed under the Army Remount department. This change of system involved the removal of 41 stallions from the control of the Civil Veterinary department. Seven stallions died or were disposed of and five acquired. The number of applications for the establishment of new stands was considerable and a larger grant for the purchase of stallions has been made. The number of coverings increased from 1,845 to 2,016 and the percentage of successful coverings (18·8) was better than that of the preceding year. Mule-breeding is still unpopular and makes no progress.

139. Under the new scheme the chief duties of the Civil Veterinary department are in connection with the breeding and treatment of cattle. At present only five bulls are maintained by Government and the Court of Wards, and of these four are said to be popular. A bull-roaring depôt has been started in Banda; and the question of establishing a second depôt in Kheri, where grazing is good and a fair breed of bulls available, is being considered. Five cattle shows were held during the year, the prizes being provided by the Government of India. The committees at these shows will in future have the assistance of the Superintendent of the Civil Veterinary department.

Cattle disease. 140. Rinderpest was reported from 28 districts, foot-and-mouth disease from 30 and anthrax from 25. The reported deaths from disease numbered 6,771 as against 4,785 in 1902-1903.

The number of animals treated at dispensaries and by peripatetic veterinary assistants rose from 33,000 to 43,000, and a marked increase in the number of inoculations against rinderpest and anthrax (7,769 as against 946) was an encouraging feature of the year's work. All but four district boards entertained veterinary assistants.

Agricultural education. 141. The course of studies at the Agricultural School remained unchanged, but some alteration in the staff was found necessary to remedy defects in the teaching of agriculture. Agriculture is not a regular subject in the curriculum of vernacular secondary schools, and the agricultural class at the Moradabad Normal School, which under present conditions serves no useful purpose, was closed.

Publications. 142. The Agricultural Journal in Urdu obtained an increased circulation. A monograph by the Assistant Director on the sugar industry of these provinces was published and a vernacular edition of the entomological circulars issued by the Indian Museum was under preparation.

30.—WEATHER AND CROPS.

*(Season and Crop Report, 1903-1904.)**

143. The monsoon of 1903 was exceptionally late, and general rain did not set in till the third week of July. The rainfall in June and July was deficient, but anxiety was allayed by general and good rain during the third week of August. September was wetter than usual, and the rainfall was well distributed. In the submontane districts and part of Southern Oudh the falls were excessive and heavy floods caused injury to the crops. The favourable weather of August and September seemed to have assured the kharif; but a storm of exceptional severity passing over the provinces in the first fortnight of October gave heavy rain in all except a few western and submontane districts, and did much damage to the cotton and large millets and pulses. The remainder of the year was practically rainless. The first general winter rain fell in the middle of January 1904 and slight showers were received at the end of February and in the early days of March. The cloudy weather induced a rapid spread of rust, but the resulting damage was small. In a few places some damage was caused by hailstorms. Up to the end of September the rainfall was below the average in all divisions except Gorakhpur and Fyzabad. Between 1st October and 31st January it was largely in excess of the normal except in Meerut and Kumaun, which were least affected by the storm.

Character of
the season.

144. The cultivated area which had shown a satisfactory increase in the three preceding years again rose to 35,152,034 acres—an advance of 1 per cent. on the area cultivated in 1902-1903. In each of the Rohilkhand, Allahabad, Lucknow and Fyzabad divisions the increase amounted to 500,000 acres, the Bundelkhand districts sharing in the general prosperity. A decrease of nearly 10,000 acres in Naini Tal, following decreases in 1901-1902 and 1902-1903, points to depression in the Tarai.

Cultivated
area.

145. The crop area of the provinces, which had in the preceding year risen by 600,000 acres or 1·5 per cent., advanced again by over one million acres or 2·4 per cent. in 1903-1904. Of the total increase 75 per cent. was contributed by Oudh and the Gorakhpur and Benares divisions. Naini Tal and Fatehpur showed a decrease of over 20,000 acres each, and three districts in the Meerut division which were not reached by the October rains, an aggregate fall of 31,000 acres. The delay in the monsoon caused a contraction in the area sown with rice, cotton and other early crops, and the total kharif area was one million acres smaller than in the previous year. Indigo showed a slight recovery of 25,000 acres; but the area under sugarcane was the smallest since 1889-90, the decrease being distributed over all the cane tracts. Juár, bájra and pulses were much damaged by the October rains, the loss being greatest in the eastern divisions and in Oudh. Early rice was poor, but late rice fared better. In the west the yield of maize was fair. Cotton and til suffered severely and were 25 and 15 per cent. below a normal crop.

Crops.

The rabi area, on the other hand, showed an enormous expansion of two million acres, the heavy rains in October permitting the cultivation of large areas only sown in a wet autumn. The outturn was generally excellent and amounted to about 85 to 95 per cent. of a normal crop for the provinces as a whole. Nearly half the extension in the rabi was accounted for by wheat.

146. Owing to the dry nature of the seasons the irrigated area of the provinces has been very large for some years past. In 1901-1902 it amounted to 10½ millions of acres, in 1902-1903 to 10½, in 1903-1904 to 11 millions of acres. Compared with the figures of the preceding year, Oudh showed an increase of 210,000 acres, Gorakhpur of 100,000, Meerut of 80,000 and Agra of 60,000: in other divisions the variations were small. The late rains in October filled the tanks, and irrigation from this source rose by 750,000 acres and to some extent replaced well irrigation, which declined by 400,000 acres. Irrigation from canals rose nearly by 130,000 acres, part of which was due to new extensions.

Irrigated area.

147. The quinquennial enumeration of stock in 1904, after allowing for improved enumeration, indicates a substantial increase in the wealth of the

Agricultural
stock.

people since the famine of 1896-97. Since the last enumeration in 1899, the number of cattle had increased about 8 per cent., sheep 14 per cent., goats 93 per cent.; and there was an increase in ploughs of 11 per cent. and in carts of 28 per cent. The increase in plough-cattle was particularly noticeable in the districts of Hardoi, Hamirpur, Banda, Jalaun, Unao and Rae Bareilly, which five years ago were suffering from severe agricultural depression. The number of horses and ponies decreased by 37,000 or 6 per cent. The decrease was reported from nearly all districts, but was marked in the country north of the Gogra from Gorakhpur to Bahraich and in a tract stretching from Meerut to Etah. In the former tract the decrease may in part be attributed to railway extensions; but in the western districts there appears to have been an under-statement of stock, including cattle in some instances, owing to a scare caused by the enumeration of transport animals by the military authorities.

Deteriorated tracts.

148. The recovery of cultivation in Bundelkhand has already been noticed. Fatehpur, where the after-effects of the famine were visible for a longer period than elsewhere, shared in the general expansion, and the new Mat Branch of the Ganges Canal is rapidly improving the dry tract in Aligarh and Muttra. In Naini Tal, however, the fall in cultivation has been continuous for three years. The absence of potable water, the unhealthiness of the *tardai*, and the consequent scarcity of cultivators stand in the way of improvement.

31.—HORTICULTURE.

(Report on the Horticultural Gardens, Lucknow and the Botanical Gardens, Saharanpur, 1903-1904.)

Gardens.

149. A large demand for trees, ornamental shrubs, flowers and vegetable seeds was met successfully. The demand for bulbils of sisal hemp and roots of rhea was in excess of the supply, and inquiries regarding fibre-giving plants generally were frequent. The African mosquito plant, a member of the basil or *tulshi* family, was raised, but has no apparent effect on the local mosquito. An experiment in the storage of ripe oranges was partially successful. Small plots of 12 different kinds of American and Egyptian long-stapled varieties of cotton were successfully grown for seed, and three new varieties were sown, but too late for a fair trial.

32.—FORESTS.

(Report on the operations of the Forest Department, 1903-1904.)

Forest area.

150. The total area of reserved forests in the United Provinces fell during the year from 3,918 to 3,895 square miles, while the area of unclassified forests rose from 43 to 77 square miles. The chief changes were in the Oudh circle, where 28,698 acres, given in exchange to the Khairigarh estate, were disforested; and 18,361 acres, received on transfer from the Revenue department, are shown as unclassified. The area of the district forests, all in the Central circle, remained unchanged.

Demarcation and settlement.

151. A few small areas in the Central circle were settled during the year, and no settlement work now remains in this or the School circle. In the Oudh circle some 14 square miles (including the Balrampur and part of the Khairigarh exchanges) were settled; but a considerable amount of work still remains to be done. No expense was incurred, as the operations were conducted entirely by the district staff. The settlement and classification of the district forests in Kumaun are proceeding, and some progress was made in the demarcation of these forests. It is anticipated that a considerable sum will have to be spent in marking the boundaries of those portions which it is proposed to close for purposes of reproduction.

Survey.

152. In the Central circle 39 square miles of forest and 67 miles of boundary were surveyed, and the forest survey of this circle practically completed. In the Oudh circle the boundaries of the Pilibhit forests, and in the School circle 70 square miles of forest (3 in Dehra Dun and 67 in the Tehri-Garhwal leased forests) remain to be surveyed.

Working-

153. The new working-plan for the trans-Sarda forests came into force on the 1st July 1903, and the Dehra Dun plan was adopted on the 1st August 1903.

was recast. Working-plans for the Tehri-Garhwāl leased deodār forests, and the Lansdowne and Naini Tāl municipal and cantonment forests, were taken in hand. There are now only 375 square miles not under a working-plan, and of these 303 are in Bundelkhand, where no regular plan is necessary. Save in the Oudh circle, where a considerable area was left uncut owing to lack of demand for timber, the deviations from the working-plans during the year were unimportant.

154. Altogether nearly Rs. 30,000 were spent on new buildings and Rs. 18,000 on new roads; but the expenditure was smaller than in the previous year. The new headquarters office at Pilibhit was completed and Rs. 10,000 spent on buildings for subordinates. The erection of substantial quarters for subordinates during the last few years is reported to have had an excellent effect on the health of the staff. Eighty-seven miles of new roads were constructed and 355 miles repaired.

Roads and
Buildings.

155. There was an increase from 1,194 to 1,387 in the total number of reported breaches of the Forest Act; but, with the exception of a case of infringement of contract in the Central circle, none of the offences was of a very serious nature. Prosecution was ordered in 246 cases, while 1,122 were compounded. In Gonda, in the Oudh circle, the rules as to grazing are so wilfully disregarded that the Conservator has ordered prosecution in all cases. The number of cases of intentional firing fell from 84 to 46.

Breach of
Forest Rules.

156. In the School and Oudh circles the year was favourable to fire conservancy, the winter rains being sufficient and showers falling in May and June. In the Central circle, on the other hand, there was practically no rain during the winter and the season was dry. In all circles, however, except Pilibhit, the success of fire conservancy was remarkable, and only 9,371 acres of protected forests were burnt, as against 76,874 acres in the preceding year. The want of success in Pilibhit was largely due to carelessness on the part of the establishment, to which 9 out of 14 fires were directly traceable. One thousand eight hundred and fifty-seven acres were destroyed in Garhwāl by a fire caused by lightning.

Fire
conservancy.

157. The area open to grazing remained practically the same as in the previous year; but, owing to the correction of errors, the area open to all animals showed an apparent reduction of 300 square miles. In parts of the School and Oudh circles, some injury is being caused by excessive grazing, and curtailment may be found to be necessary. The income from fees (Rs. 60,000) on cattle paying full rates was practically the same as in the previous year: the fees at privileged rates showed a slight decrease from Rs. 35,000 to Rs. 32,400.

Grazing.

158. Generally speaking, in areas closed to grazing and protected from fire natural reproduction was good. Sāl trees, and in the hill forests conifers, seeded poorly, and in the Tarāi forests the coppice plantations appear to be worn out. The dying of sāl in the Charda forest, Bahraich, continued, though somewhat less rapidly than in the preceding year. Very little artificial reproduction was attempted, and the total area added to plantations was only 643 acres. In Bundelkhand 201 acres were sown with "babūl" seed, and the seedlings of the previous year did well.

Reproduction.

159. Operations for the improvement of the growing stock consisted chiefly of climber-cutting and the lopping or girdling of inferior species: 114,504 acres were freed from climbers at a cost of Rs. 6,650.

160. The total outturn of timber, fuel, and other produce increased from 16 million to 18 million cubic feet: the outturn of minor produce also showed a marked increase. Every circle contributed to this result, but the increase was greatest in the Oudh circle. As in the previous year, the removal of forest produce was almost entirely carried on by outside agency. The only important departmental operations were the supply of fuel to Naini Tāl and certain hill cantonments, the export of railway sleepers from Jaunsār, and the manufacture of turpentine and colophony. The latter industry is proving a great success: the turpentine and colophony produced are of

Outturn.

PRODUCTION AND DISTRIBUTION.

Financial results.

fuel and other produce to the value of Rs. 1,61,220 were taken away by right-holders, and free grants were made to the value of Rs. 24,840—mostly for villages destroyed by fire.

161. The total revenue of the year amounted to Rs. 22,68,123, and the expenditure as shown in the accounts was Rs. 10,47,740. The apparent surplus was thus Rs. 1,20,383 against Rs. 11,43,367 in 1902-1903. There was, however, an accidental saving of one lakh in the expenditure, owing to the fact that a cheque for that amount, drawn in favour of His Highness the Rájá of Tehri, was not cashed within the year. Including this item, the surplus fell somewhat short of that of 1902-1903. Against this must be set off a shortage in the receipts in Jaunsár, due to a change in the system of sale. Instead of selling the dead and refuse wood in lump sums, the system of monopoly sales was introduced, under which most of the revenue from this source will appear in the accounts of 1904-1905. In spite, therefore, of the more liberal terms recently granted to His Highness the Rájá of Tehri, there is no reason to anticipate any serious falling off in the net revenue of the department. Pilibhit was again the only division that was worked at a loss, but the deficit was smaller than in the preceding year.

33.—MINES AND QUARRIES.

*(Return of Mines Minerals and Gems.)**

Mines.

162. No regular mines were worked in the provinces during the year. The native workings produced iron worth about Rs. 700 in Almora and Garhwál, and gold valued at Rs. 1,500 was washed in Bijnor and Garhwál. About 6,500 tons of slate were quarried in the Kumaun Division.

(Annual Report on the Mirzapur Stone Maháls, 1903-1904.)

Quarries.

163. The receipts from the Mirzapur Stone Maháls were Rs. 88,460—an increase of Rs. 4,500 on the receipts of 1902-1903. At the same time the expenditure was Rs. 21,000 higher, and the surplus profit fell from Rs. 58,000 to Rs. 41,000. The property is being developed by a liberal expenditure on communications, and Rs. 27,000 were spent on the roads in the year under review.

34.—MANUFACTURES.

(Return of large industries and mills, &c.)

Large industries.

164. No fresh facts of interest regarding handicrafts have come to notice during the year. As regards organized industries, the woollen and jute mills of Cawnpore gave employment to a somewhat larger number of workmen. The eight cotton mills at Cawnpore, Agra, Mirzapur, and Háthras continued at work, and a new mill was started at Agra during the year. The number of hands employed in these mills was appreciably greater than last year. The number of factories for pressing, cleaning, and ginning cotton continues to rise, 100 such concerns having been reported in 1903 against 86 in the preceding year. The four tanneries of Cawnpore employed rather less labour, and one of them has ceased to work owing to financial difficulties. The number of indigo factories in the province continued to decrease.

35.—TRADE.

(Reports on Inland and Foreign Trade, 1903-1904.)†

INLAND TRADE.

External rail-borne traffic.

165. The total external rail-borne traffic (omitting trade in animals and treasure) increased in weight by 59½ lakhs of maunds, or over 7 per cent., but declined in value by 169 lakhs of rupees, or about 4 per cent. The imports rose from 3,22,97,000 maunds valued at Rs. 17,71,20,906 to 3,70,74,400 maunds worth Rs. 18,30,31,394. The exports increased from 481½ to 493½ lakhs of maunds; but, owing to the lower rate adopted in valuing woollen manufactures, their value declined by 228 lakhs to Rs. 42,28,13,910.

Imports.

166. The increase in imports was greatest in the case of Bengal coal, which exceeded the preceding year's supply by 40 lakhs of maunds. Increased

* See also Eleventh Issue of the Financial and Commercial Statistics of British India, viz. mineral production (Tables XXVII).

imports, chiefly of sugar, were received from the ports of Calcutta and Bombay, of railway materials from Bombay and Karáchi, and of grain, stone and lime from the Punjab, Rájputána, and Central India. The trade with the Bombay Presidency was, however, on a smaller scale than in 1902-1903. In December 1903 the countervailing duties were remitted and imports of sugar, which had declined in the preceding year, rose by $14\frac{1}{2}$ lakhs of maunds. Owing to the abnormal conditions prevailing in the cotton industry less European, but more Indian, yarn and piece-goods were imported. The imports of kerosine oil dropped by over $1\frac{1}{4}$ lakhs of maunds; but the trade in salt rose by $1\frac{3}{4}$ lakhs — an improvement doubtless due to the reduction of the duty.

167. The export trade continued to expand, and its volume was greater than in any of the preceding three years. The trade with the ports of Calcutta and Karáchi was heavier than in the previous year, owing to larger exports of grain, oilseeds, opium and hides; but the exports of raw cotton to Bombay, and of grain to Bengal, the Punjab, Rájputána and Central India were smaller. A favourable rabi season and a good demand for Europe were responsible for the heaviest export of wheat and oilseeds on record, but owing to low prices the value of the trade declined. Compared with 1902-1903, the exports of wheat were 55 lakhs and of oilseeds $12\frac{1}{2}$ lakhs of maunds better, but owing to a short yield the exports of gram and pulse declined by 27 lakhs, of júr and bájra by 9 lakhs, and of rice by $1\frac{1}{4}$ lakhs of maunds. Cotton suffered from the heavy storm in October 1903, and the trade was the lowest since 1895-96, exports of cotton dropping by 50 per cent. in weight and $105\frac{3}{4}$ lakhs of rupees in value. Higher prices stimulated the trade in hides and skins, and opium showed an expansion of 47,000 maunds in weight and 134 lakhs of rupees in value. The exports of Indian hemp, raw sugar, saltpetre and wool were all less than in the preceding year.

Exports.

168. The total internal rail-borne traffic of the provinces rose from 154 to 168 lakhs of maunds. The increase occurred chiefly in the Allahabad block which received an increased supply of railway material and sugar, and larger quantities of grain, stone and lime were imported in the Rohilkhand block. Meerut, Agra and Benares showed diminished imports, chiefly under the head of grain. Allahabad and Oudh curtailed their exports, but the other blocks exhibited an increase, owing chiefly to larger quantities of sugar, stone and lime having been exported from Meerut and Rohilkhand, of grain from Agra and railway materials from Benares.

Internal
rail-borne
traffic.

169. The river-borne traffic with Bengal showed a total decrease in both weight and value. Diminished receipts of grain and pulse, salt and wood accounted for a decrease in imports of $2\frac{3}{4}$ lakhs of maunds. Exports by river fell off by nearly three lakhs of maunds, the decrease being chiefly under sugar and saltpetre. On the other hand, imports of cotton and exports of oilseeds were larger than in the preceding year.

River-borne
traffic.

FOREIGN TRADE.

170. The total foreign trade with Tibet and Nepal fell from 31,69,765 to 27,87,341 maunds, but its value increased from $164\frac{3}{4}$ to $170\frac{1}{2}$ lakhs of rupees. Timber other than teak was registered for the first time in cubic feet, and its weight does not appear in the returns for 1903-1904.

171. The imports from Tibet, which consist chiefly of borax, salt and wool, amounted to 87,722 maunds in 1903-1904, a decrease of over 4,000 maunds. A fall in price in the plains led to a large fall in the imports of borax, which was not compensated by a slight increase in the imports of salt. The exports to Tibet rose in weight from 56,801 to 65,272 maunds, but fell in value by Rs. 20,000. The export trade in grain was heavier than in the preceding year, but that in cotton goods and sugar declined.

Tibet.

172. The total volume of trade with Nepal was 26,34,347 maunds worth Rs. 159 $\frac{1}{4}$ lakhs, as compared with 30,20,831 maunds valued at Rs. 153 lakhs in 1902-1903. The imports showed an increase of $10\frac{3}{4}$ lakhs of rupees in value; but, owing to the exclusion from the figures of the weight of timber, a decline of $3\frac{3}{4}$ lakhs of maunds in weight. Good crops in Nepal accounted for a large increase in the exports of grain and pulse, but the exports of sugar and oilseeds were smaller than in the preceding year.

Nepal.

The bulk of the exports to Nepal (3,13,962 maunds) was practically the same as in the preceding year; but their value, chiefly owing to diminished exports of cotton goods, declined by over four lakhs to 45 lakhs of rupees.

36.—BUILDINGS AND ROADS.

(Administration Report, Public Works Department, Buildings and Roads Branch, 1903-1904.)

Buildings.

173. Among the more important buildings in progress or completed during the year were the new Court-house at Aligarh, a Court-house for the special Judge and Commissioner, and a Government Circuit house at Jhansi, and the new kotwalis at Lucknow and Moradabad. At Benares the new collegiate school (costing Rs. 60,000) and the enlargement of the College boarding-house were completed, and the central prison was connected with the municipal water-supply. At Agra a large amount of archaeological work was done, the new Lady Lyall Hospital was completed, and the present building converted into an Eye Hospital at a cost of Rs. 1,55,936. A hostel for the students of the medical school, estimated to cost Rs. 87,000, was commenced, and the several works connected with the Lunatic Asylum were practically finished. At Allahabad Rs. 30,846 were spent in constructing a Teaching Theatre for the Training College; a Leper Asylum was started and improvements made in the Dufferin Hospital and the boarding-house attached to the normal school. At Gorakhpur, a normal school estimated to cost over 1½ lakhs of rupees was started, and new record-rooms in the Collector's office were completed. At Dehra good progress was made with the main and subsidiary buildings for the Imperial cadet corps on an estimate of Rs. 2,68,733.

Communications.

174. Work in connection with the large bridges over the Chhote Gandak and Ami rivers in Gorakhpur was advanced. The iron girder bridge over the Gumti in Sultanpur was well advanced, and several other bridges were undertaken or finished. The pilgrim routes in Garhwal were further improved at a cost of about Rs. 90,000, and work was started on the second section of the Kotdwara and Lansdowne cart-road. Considerable progress was made towards the completion of the programme of roads in Bundelkhand, the expenditure amounting to nearly 1½ lakhs of rupees.

Altogether 124 miles of new metalled roads were constructed, and 5,730 miles of metalled roads were maintained by the Public Works Department.

Navigation.

175. The usual operations were undertaken for maintaining a navigable channel for cargo-boats and steamers on the Ganges in the Benares division and Allahabad district at a cost of Rs. 8,240.

Archæology.

176. A sum of Rs. 1,19,704 was spent on the restoration and conservation of archæological buildings, the greater part of the expenditure being incurred in the Agra division. An account of the operations will be found in Chapter VIII of this report.

Arboriculture.

177. Altogether 32 miles of avenues were planted and 1,403 miles maintained during the year. The receipts from arboriculture were Rs. 44,000 and expenditure Rs. 27,000.

37.—CANALS.

(Administration Report, Public Works Department, Irrigation Branch, 1903-1904.)

Administration.

178. With the sanction of the Secretary of State a fourth circle of superintendence was formed. This permitted of a rearrangement of circles which, with the splitting of the Agra Canal into two divisions, will add greatly to the efficiency of the administration.

Capital Outlay.

179. The total capital outlay on canals in the United Provinces amounted to nearly 22 lakhs, or more than twice the outlay of the previous year. One lakh and a half were spent on protective works—the Betwa and Ken Canals—in Bundelkhand. The Mat branch of the Ganges Canal was practically completed, the expenditure amounting to nearly 9½ lakhs, and some 22,000 acres of new irrigation were effected during the rabi season. The Kuli Canal (Rohilkhand) and the new regulator at Kalsia (Eastern Jumna) were finished, and good progress was made with the Kosi arterial drain and Nandgaon distributary on the Agra Canal system. The balance of the year was spent on the

numerous works, which included the construction of new minors and drainage cuts, remodelling of channels, building residences, offices, inspection-houses and subordinates' quarters. The total capital cost of the canals now amounts to Rs. 9,45,45,735.

180. Projects for a canal from the Sarda river, and for a protective canal from the Dassan river in the Hamirpur district, were prepared. Surveys were carried out for feeder canals from the Sarda river to the Ganges at Narora, and from the Ganges near Roorkee to the Eastern Jumna Canal.

Survey and projects.

181. During the year 391 miles of channels were opened—a figure not approached since the opening of the Fatehpur branch in 1898-99. The total mileage of all channels open at the end of the year amounted to 13,395 miles.

Mileage.

182. The gross receipts both direct and indirect from all canals were 97½ lakhs, as compared with 99½ lakhs in the previous year, the decrease being due to a smaller area under sugarcane and rice. The working expenses were nearly 1½ lakhs less than in the previous year, and the net revenue was practically the same—Rs. 63,06,884. The interest charges for the year amounted to Rs. 33,59,577, and the net profit was nearly 29½ lakhs. The revenue earned by productive works (Rs. 61,80,098) represented a return of 7.2 per cent. on the total capital outlay, the percentages varying from 3.1 on the Fatehpur branch to 23.2 on the Eastern Jumna. The minor works yielded a net revenue of Rs. 1,01,218, or nearly 3 per cent. on their capital cost. By improvements in the storage capacity, the Betwa Canal, at present the only open protective work in the provinces, was able to realize a profit (amounting to Rs. 25,568) for the first time since the drought of 1897-98. When the works now in progress have been completed, it is expected that the canal will show an annual surplus instead of the deficits which have hitherto marked its history.

Revenue.

183. There was no change in the financial arrangements with the Government of India. In the year under review the share of the Local Government after adjustments was Rs. 11,52,976. A new and more simple arrangement, under which the Local Government has more direct control of the profits from productive works, came into force from 1st April 1904.

Provincial contract.

184. The total revenue, direct and indirect, assessed during the year on works of all classes, amounted to Rs. 1,01,24,235. It was exceeded only in the famine years 1896-97 and 1899-1900, and was 19 per cent. over the average of the preceding 12 years. The Betwa Canal showed a record profit of Rs. 58,043.

Assessments.

38.—IRRIGATION.

185. The monsoon set in a month late: the demand for the early kharif was strong, but, except on the Eastern Jumna and Agra Canals, not in excess of the supply. General rain commenced in the middle of July, and light, but frequent, showers falling in August and September, the demand closed. A cyclonic storm at the beginning of October gave heavy rain over nearly all the canal districts, and the rabi crops were sown without the aid of canal water. The winter rains, however, failed, and the demand which sprang up in December became excessive in January and February. A fall of 1 to 1½ inches early in March relieved the strain.

Demand for water.

186. The total area irrigated in 1903-1904 was 2,649,150 acres, or including the Tarai and Bhábar Canals 2,764,800 acres. The former area is an advance of 200,000 acres over the figures of the preceding year and the third highest on record. Both the kharif and rabi areas were in excess of the average, and owing to the shortness of the winter rains the proportion of the rabi area reached the high figure of 66 per cent. On the Betwa Canal the preceding year's area was exceeded by 23 per cent.

Irrigated area.

187. The area under cotton continued to increase steadily and reached 230,852 acres against a 12 years' average of 105,757 acres. Indigo showed a slight recovery of 28,500 acres, but the total area under the crop was small. The area under wheat (1,067,851 acres) was the highest on record and nearly 300,000 acres above the normal. There was a decline in the area under sugarcane and rice, but the increase under poppy was maintained. The value of crops irrigated, excluding the Tarai and Bhábar Canals, is estimated at over 8½ crores of rupees.

Crops.

CHAPTER V.—REVENUE AND FINANCE.

(a).—IMPERIAL REVENUE AND FINANCE.

39.—GROSS REVENUE.

(Accounts, 1903-1904.)

Gross revenue, Imperial. 188. The terms of the contract remained unaltered during the year. The gross revenue (imperial) amounted to Rs. 5,43,20,434, excluding the imperial share of irrigation (major works) and railway receipts, figures for which have not been received from the Accountant-General. The corresponding figure for the preceding year was Rs. 5,69,01,968.

40.—LAND REVENUE.

Land revenue. 189. The total land revenue for the financial year was Rs. 6,32,57,642, of which the imperial share, after adjustments, came to Rs. 4,05,03,338. The corresponding figure for the previous year was Rs. 4,39,30,466.

41.—CANAL REVENUE.

Canal revenue. 190. The figures for canal revenue, imperial share, have not been received from the Accountant-General. In the preceding year the receipts amounted to Rs. 26,60,788.

42.—EXCISE.

(Report on the administration of Excise, 1902-1903.)*

Receipts. 191. The general prosperity of the people is reflected in the continued expansion of the excise revenue. The total real receipts of the year 1902-1903 were 85½ lakhs of rupees and exceeded those of 1901-1902, itself a record year, by 6½ lakhs. The increase was distributed among all the main heads of revenue, but was largest in the case of country liquor. The prevalence of plague did not check consumption owing to a widespread belief in the value of spirits as a prophylactic. Of the gross demand for the year 99·7 per cent. was collected. It was necessary to remit about Rs. 14,000, mainly tãri balances, which were irrecoverable owing to the poverty of the contractors.

Changes of system. 192. In the Pilibhit district the outstill system was successfully substituted for the farming system in the Puranpur tahsil, and the latter is now in force only in parts of Dehra Dûn and Jhãnsi.

Country liquor. 193. The net receipts from country spirits were 54·90 lakhs of rupees as compared with 50·02 in the preceding year. Of the total increase of 5 lakhs, nearly two lakhs were derived from still-head duty, two lakhs from license fees and one lakh from outstills. The increased consumption of country liquor (84,695 gallons or 6½ per cent.) in the distillery tract was the direct result of good harvests and the prosperity of the consuming classes. Six districts showed a smaller consumption, but the decline was considerable (14 per cent.) only in Budaun, where the trade is dominated by a combination of dealers. The rate of increase (12 per cent. as against 6 per cent. for the province generally) was noticeably high in the six eastern districts, where the lower rate of duty was in force, and in Meerut, where a fall in the price of liquor followed the breaking up of a powerful clique. The rate of duty in the eastern districts has subsequently been raised from Rs. 2 to Rs. 2-8-0 per gallon. A uniformly good season was responsible for a further rise in license fees in all but four districts. A marked increase in the eastern districts indicates their recovery from the depression of the period 1900-1902. The total excise per gallon consumed in the distillery area rose by one anna to Rs. 3-8-10, and the increased revenue points to improved administration. The incidence (Rs. 4-14-0) was again abnormally high in Cawnpore and exceeded the duty on

* See also Eleventh Issue of Financial and Commercial Statistics of British India, viz. *Stamps 1902-1903*.

Rosa rum by nearly one rupee. The latter spirit was enabled to compete on more than equal terms with country liquor, and the consumption rose from 9,482 to 13,166 gallons. The number of cities in which the total excise on country spirit exceeded the duty on rum was five, and the enhancement of the still-head duty in certain of the large towns in 1903-1904 is likely to stimulate competition between the two stimulants.

194. Progress in the direction of centralization of distilleries is impeded by the inability of the existing distilleries to meet the demands made upon them. The main defects—a deficient water-supply and inadequate storage accommodation—are being removed by the sinking of new wells and the provision of large vats in the principal distilleries. These vats will facilitate the accumulation of stocks against the busy seasons, and the prolonged storage, combined with improved methods of distillery management, should improve the quality of the liquor. Bonded warehouses steadily gained in favour. The issues which had risen by nearly 30,000 gallons in 1901-1902 exhibited a further increase of 25,000 gallons in 1902-1903. The issues in bond from distilleries were 26,000 gallons as compared with 10,000 gallons in the preceding year, and the free movement of liquor was effective in equalizing prices and stimulating competition. The transactions of bonded warehouses properly so called rose by 9,000 gallons. The concession of a duty free allowance of 4 per cent. to cover losses from leakage and evaporation in transit appears to have encouraged the opening of wholesale shops, but in two districts stimulated direct imports at the expense of the local warehouses.

Distilleries.

195. The combined receipts under the outstill and farming systems were 6.21 lakhs as compared with 5.24 lakhs in 1901-1902. In Mirzapur, the southern part of which has suffered from a series of poor seasons, there was a decline of 7 per cent. In Kheri the rise in revenue was 52 per cent., and in Bundelkhand the increase, though smaller than in the preceding year, was substantial.

Outstill and
farming.

196. The aggregate receipts under European liquor were 7.14 lakhs, or three-quarters of a lakh better than the receipts of the preceding year, the greater part being derived from spirits made in India. The consumption of Rosa rum in the province increased from 49,154 gallons to 53,081 gallons, and the issues to the Panjáb showed an increase. The increased consumption was wholly due to the growing popularity of Rosa rum in Cawnpore.

European
liquor.

197. The revenue from tári and sendhi is inconsiderable outside the Agra, Benares, Gorakhpur and Lucknow divisions, and exceeds Rs. 10,000 in only four districts. The receipts rose from 1.48 lakhs in 1901-1902 to 1.58 lakhs in 1902-1903, the increase being obtained in the Gorakhpur district. The Madras tree-tax system was experimentally introduced in the Farrukhabad and Basti districts, and direct settlement with shopkeepers has been tried in six districts. After several years' experience of these systems it has been decided to return to the farming system. The harassment of the people and the additional work thrown on the tahsil staff by the tree-tax system outweigh considerations of financial gain. Shop-by-shop settlement is rendered difficult by the poverty of the shopkeepers. This system will be employed in future only in the event of a combination among contractors to keep the Government from enjoying an adequate share of the profits from the vend of fermented liquors.

Tári and
sendhi.

198. The revenue derived from hemp drugs was 13.72 lakhs of rupees, or an increase of half a lakh. The improvement was due wholly to the increased license fees derived from new settlements in 14 districts. The consumption of charas received a check, but the decline was considerable only in districts where the figures of the previous year were abnormal. The receipts from duty on gánja showed a small increase, owing to increased consumption in the Gorakhpur district and Benares division. The imports of Bengal gánja into the drug warehouses exhibited a remarkable and sudden fall from 22,664 to 6,338 sérs. At the same time the imports of páthar gánja from Gwalior rose from 96 to 486 sérs. Restriction on the manufacture of the chúr form may have had some effect, but no adequate explanation of the decline of the imports of the twís form of the drug has been offered.

Hemp drugs.

The troublesome question of the smuggling of gánja from native states in Bundelkhand into British territory was the subject of a detailed inquiry during the year, and the recommendations of the Local Government have been submitted to the Government of India.

Opium.

199. The receipts from opium were Rs. 8,17,000, an increase of 2 per cent. over the revenue of the previous year, to which fixed duty and license fees contributed almost equally. The consumption of excise opium was 63,226 sérs against 62,301 sérs in 1901-1902. Thirteen districts showed a smaller consumption, the most noticeable being Cawnpore and Allahabad, where measures were taken to repress smuggling to Bengal and Burma. The time is not yet ripe for a determination of the results of the abolition of official vend in certain districts, but it is noticeable that in the six poppy districts the consumption had risen from 6,791 sérs in 1899-1900, the year before the change, to 9,382 sérs in 1902-1903.

43.—STAMPS.

(Stamp returns for the year 1903-1904.)*

Receipts.

200. The gross receipts from all sources amounted to Rs. 82,52,041, or over two lakhs more than those of the previous year. The imperial share was Rs. 20,63,010, or one quarter.

Judicial stamps.

201. The sales of judicial stamps in the province of Agra showed an increase of a little over 2 per cent. In Oudh there was an increase of over 8 per cent., to which every district except Kheri contributed. The chief causes of the large increase in Oudh were the introduction of revised rules for the levy of process fees and the institution of a large number of suits of high value, for which no special reason can be assigned.

Non-judicial stamps.

202. There was an increase of 4.4 per cent. in the revenue derived from the sale of non-judicial stamps. More than half the increase was contributed by the Allahabad and Meerut divisions, and is ascribed to the necessity under the new Tenancy Act for formal documents between landholders and tenants. In Rohilkhand there was a large demand for stamps of low values for the execution of sugar bonds. The special Acts affecting sales in Bundelkhand, the decrease being 10 per cent. in the four districts of this tract.

44.—ASSESSED TAXES.

(Income-tax returns for 1903-1904.)†

Income tax.

203. The income tax is the only assessed tax in these provinces. With effect from 1st April 1903 the assessable minimum was raised from Rs. 500 to Rs. 1,000, and the total receipts for the year 1903-1904 fell from Rs. 25,40,816 to Rs. 19,83,769. Of this sum the imperial share was one-half. While the amount of the tax decreased 21 per cent., the number of assesseees fell from 77,522 to 32,148, or 58 per cent. The classes which appear to have benefited most from the remission of taxation are the small money-lenders and dealers in food stuffs and piecegoods. The relief to Government servants on small pay was very appreciable and was given at small cost to the state. The tax on salaries paid by Government was reduced by 11 per cent. only, but the number of assesseees by 55 per cent. Comparing only the figures for incomes of Rs. 1,000 and upwards, there were 31,469 assesseees in 1902-1903 paying Rs. 20,09,264 and 32,148 in 1903-1904 paying Rs. 19,95,959. The tax on "salaries" increased by Rs. 3,000, but on "profits" declined by Rs. 16,000. Collections were good and the balance at the close of the year was only Rs. 8,607. Objections fell by nearly one-half to 10,343; writs from 2,352 to 1,559 and other coercive processes from 326 to 294.

45.—ANY OTHER TAXES LEVIED FOR IMPERIAL PURPOSES.

Other taxes.

204. Customs yielded Rs. 76,449 to the imperial revenues.

46.—FORESTS.

Forests.

205. The total revenue was Rs. 22,80,446, of which the imperial share was one-half.

* See also Eleventh Issue of Financial and Commercial Statistics, viz. Stamps (Tables VII).

† See also Eleventh Issue of Financial and Commercial Statistics, viz. Income-Tax (Tables VIII).

(b).—REVENUE AND FINANCE OTHER THAN IMPERIAL.

47 and 48.—PROVINCIAL AND LOCAL REVENUES.

(Review of provincial revenues and incorporated local funds, 1903-1904.)

206. The new financial settlement took effect from the 1st April 1904, and the year under review was the last year of the former arrangements, the terms of which remained unaltered. Financial position.

207. The receipts on the provincial side of the accounts exceeded the original budget figure by nearly 48 lakhs, while the expenditure was less than that budgeted for by nearly 5 lakhs of rupees. An estimated deficit of 15½ lakhs was thus converted into a surplus of over 37 lakhs, and the credit balance, which at the beginning of the year stood at Rs. 38,16,000, amounted at its close to Rs. 75,25,000.

208. In the Incorporated Local Account also a surplus of 1½ lakhs resulted where a deficit of over 1½ lakhs had been expected, a slight rise of Rs. 39,000 in the expenditure being more than covered by increased receipts to the extent of Rs. 3,79,000. The closing balance amounted to Rs. 25,60,000 as against the opening balance of Rs. 23,84,000.

209. Despite the high mortality from plague, and the fact that the autumn harvest was injuriously affected by a delayed monsoon and heavy storms in October, the past year was, on the whole, a favourable one for the provincial finances. The spring harvest was good in spite of scanty rains, irrigation being resorted to on an extensive scale. But the greater portion of the increase in the provincial receipts is accounted for by assignments aggregating 42½ lakhs of rupees received during the course of the year from the Imperial Government for various objects, chief among them being an assignment of 30 lakhs to start the new provincial settlement. These assignments belong rather to the history of the current than of the past year, and need not be mentioned in further detail. More than half of the deficiency in the expenditure of the year on the original forecast was under Jails, and the real lapses under other heads were comparatively unimportant.

The following table compares the financial position with that of 1902-1903 :—

	1902-1903.			1903-1904.		
	Provincial.	Local.	Total.	Provincial.	Local.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Opening balance	38,80,437	20,98,103	59,78,542	38,16,067	23,83,903	61,99,970
Receipts ...	3,92,30,646	1,35,33,315	5,27,63,961	4,32,47,336	1,35,25,930	5,67,73,316
Total ...	4,31,11,085	1,56,31,418	5,87,42,503	4,70,63,453	1,59,09,833	6,29,73,286
Expenditure ...	3,92,95,018	1,32,47,515	5,25,42,533	3,95,38,475	1,33,49,593	5,28,88,073
Closing balance	38,16,067	23,83,903	61,99,970	75,24,978	25,60,235	1,00,85,213

210. The main differences (stated in thousands of rupees) under receipts were as follows :—

	Provincial.		Local.	
	+	-	+	-
Land revenue	...	2,12,	...	...
Stamps	...	1,54,	...	...
Excise	...	2,84,	...	70,
Provincial rates	2,81,	...
Assessed taxes	...	1,27,	...	...
Forests	...	74,	...	...
Miscellaneous	1,81,	...
Irrigation—Major Works	99,	...
Contributions

211. The increase in the land revenue receipts was due to revision of ... in the provincial accounts of the balance of

the partition amius' fund, amounting to about $1\frac{1}{2}$ lakhs of rupees; while the rise in the stamp income is accounted for by increased litigation and, to some extent, by the fact that the new Tenancy Act has led to formal documents between landlords and tenants being more frequently executed. Good seasons, coupled with an enhancement of duty on country spirit and long-term settlements for drugs, led to the increased receipts from Excise: and plague also is believed to have stimulated consumption. Under "Forests" higher prices and a greater demand for forest produce resulted in enhanced income. Under "Miscellaneous" the increase is owing to larger lapsed deposits and the sale of a plot of nazul land to the Kashmir Darbar; and under "Contributions (local)" to larger assignments having been made from provincial revenues to district boards to cover the cost of various educational reforms and public works undertaken by those bodies. The decline in the receipts under "Provincial rates (local)" is due to the reduction of land revenue and the suspension of cesses sanctioned in Bundelkhand; and that under "Assessed taxes" to the orders raising the assessable minimum of the income tax to Rs. 1,000 per annum with effect from the 1st of April 1903. The decrease in the irrigation revenue was due to a more restricted demand for canal water, the demand in the previous year having been unusually high.

Expenditure.

212. On the expenditure side of the accounts the main differences were:—

		Provincial.		Local.	
		+	-	+	-
Land revenue	...	1,57,	...	...	...
General administration	...	...	75,	...	...
Courts of law	...	1,14,	...	...	...
Jails	...	...	1,18,	...	...
Education	...	...	...	1,38,	...
Medical	...	...	1,94,	...	...
Miscellaneous	...	...	1,60,	...	...
Irrigation—Major works	...	1,00,	...	...	...
Civil works	...	3,52,	...	...	...
Contributions	...	94,	...	...	...

Revisions of the establishment of the revenue and judicial courts and of the cadre of deputy collectors are responsible for the increased expenditure under "Land revenue" and "Courts of law," and the efforts of the district boards to extend primary education and to improve their teaching and inspecting staffs account for the rise in the "Local" educational charges. The decrease under "Medical" and the increase under "Civil works" are mainly due to the transfer from the former to the latter head of a sum of two lakhs of rupees, representing the grants made by Government to the poorer municipalities and larger towns, to enable them to take sanitary precautions against plague. The construction of several large educational buildings also helped to swell the public works expenditure during the year. The lakh extra under "Irrigation" was needed for improving and repairing distributaries; while the decreases under "General administration" and "Miscellaneous" indicate a return to normal figures, the expenditure in 1902-1903 having been exceptionally high owing to the Coronation Darbar and large remissions of agricultural advances. A fall in the prices of food grains and fewer prisoners account for the decrease under "Jails."

49.—MUNICIPAL FUNDS.

(Review of Municipal Administration, 1903-1904.)

Municipal
funds.

213. The opening balance was Rs. 16,48,576, the receipts were Rs. 71,84,559, and the expenditure Rs. 68,14,793. The closing balance was Rs. 20,18,342.

CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

50.—DETAILS OF CENSUS IF TAKEN IN YEAR OF REPORT.

(See under Chapter I of the Report for the year 1901-1902. Details of the last census).

51.—BIRTHS AND DEATHS.

(Report of the Sanitary Commissioner, 1903.)*

214. The total number of births registered in the United Provinces in 1903 was 2,200,031, as compared with 2,186,201 in 1902, and the birth-rate was 46·13 per thousand, as against 45·84 in the preceding year, and 42·60 the quinquennial mean. With the exception of the year 1898, when the birth-rate was 48·09, the birth-rate of the year 1903 was the highest in the last 12 years. All divisions, except Meerut, recorded birth-rates above the divisional averages for the preceding five years, and the general rise in the birth-rate was probably due to a succession of prosperous seasons and high wages accompanied by falling prices. The birth-rate in all districts of the Rohilkhand and Lucknow divisions was higher than the provincial mean for the year, and outside these divisions rates above 50 per thousand were recorded in Jalaun, Hamirpur, Farrukhabad and Bulandshahr. Births.

215. The year was, however, distinctly unhealthy, and, in spite of the high birth-rate, the births exceeded the deaths by 279,128 only, giving a rate of increase of 5·85 per millo, as against 13·30 in 1902 and 11·05 in 1901.

216. During the year fevers, measles and plague were widely prevalent, and the total number of deaths rose from 1,552,026 in 1902 to 1,920,903. The death-rate was 40·28 as compared with 32·54 in the preceding year, and has been exceeded only in 1894 and 1897 during the last 12 years. In other provinces the mortality has risen, but nowhere to such an extent as in the United Provinces. In Sultanpur alone the death-rate was below the district quinquennial mean. The highest mortality occurred in the Lucknow and Allahabad divisions, as many as five districts in this area recording rates of 50 per thousand or over. Other districts returning a high mortality were Farrukhabad (47 per thousand), Shahjahanpur (46), Pilibhit (45), and Benares (44). The healthiest districts as judged by the returns were Mirzapur, Dehra Dun, Gorakhpur and Rasti. Nine districts, as compared with two in the preceding year, recorded more deaths than births, and in the municipal area the excess of deaths over births was 12·62 per thousand of the population, as compared with 4·02 in 1902 and 3·01 in 1901. Deaths.

217. The infantile mortality (calculated on births), which had increased from 232 to 243 per thousand in 1902, rose to 274 per thousand in 1903, and the death-rate among children between one and five years of age was abnormally high. The chief cause of this high mortality appears to have been a widespread epidemic of measles, which was responsible for 98,112 deaths in 1903, as compared with 15,292 in 1902. The districts, which returned in 1903 a high mortality among infants, also returned a high death-rate for all ages, and for the province as a whole the infantile death-rate was comparatively lower than in 1902. Infantile mortality.

218. A total of 753,184 births and 647,176 death entries were tested by the local authorities and by vaccinators, as compared with 722,307 and 517,596 in the preceding year. The percentage of error reported by the officers of the district staff and members of the local boards was 2·12 as regards births and 1·27 as regards deaths. The number of omissions returned by vaccinators was, as usual, much less, being ·53 and ·28 per cent., respectively. Registration of vital statistics.

VITAL STATISTICS AND MEDICAL SERVICES.

The number of cases in which the cause of death was verified by medical officers or practitioners was only 11,228. Of the verified cases, 1,620 were attributed to dysentery and diarrhoea, 1,790 to plague and 1,346 to malarial fever. The verified cases of measles among children increased from 159 in 1902 to 775 in 1903, indicating the prevalence of this disease.

Cholera.

219. The total number of deaths from cholera was 47,159 as compared with 25,160 in 1903; but the death-rate (.53 per mille) was below the decennial average (1.12 per mille). The mortality began, as usual, to rise in March and reached the maximum in February, when 16,899 deaths were reported. The outbreak was most virulent in the hill districts, Garhwál, Almora and Dehra Dún, which were infected from Hardwár after the Dikhauti fair. The mortality was high also in the Benares and Gorakhpur divisions, the Ballia district next to Garhwál showing the highest death-rate from cholera in the provinces.

Small-pox.

220. Small-pox was quiescent from 1898 to 1902, but in 1903 five districts—Rae Bareli, Sultánpur, Partábgarh, Allahabad and Moradabad—returned over 2,000 deaths from this cause, and the provincial death-rate rose from .10 to .46 per thousand.

Fevers.

221. Deaths from fevers rose from 1,169,102 in 1902 to 1,318,519 in 1903. The canal districts in the west and the Taráí, as usual, showed the highest death-rate, but the mortality was noticeably in excess of the normal in the Lucknow division and in Bundelkhand. As in previous years the mortality from fevers was highest amongst towns in Bindraban, Meerut, Muzaffarnagar and Saháranpur. No organized campaign against mosquitoes was started in any municipality, but considerable progress was made in many places in improving the surface drainage. The number of quinine packets sold through the post-office, vaccinators and landlords was 236,131, an increase of 11,000. From July 1903 the quantity of quinine in each packet was raised from five to seven grains.

All other causes.
Injuries.

222. The deaths from "all other causes" numbered 860,704, an increase of 114,599 over the figures of the previous year. Measles were responsible for three-fourths of the increase and accounted for more deaths than plague. The mortality under this head was highest in the Allahabad division and in Oudh. The total mortality from snakes and wild beasts was slightly lower than in 1902. There was, however, a large increase in deaths caused by wolves, the districts most troubled by these pests being Budaun, Cawnpore and Fatehpur. The special measures adopted for their destruction proved ineffective.

Plague.

223. During the year 84,449 deaths from plague were registered as against 40,223 in 1902. At the beginning of the year 21 districts were infected, and in January 10,214 deaths were reported. The maximum was, as in 1902, reached in March and April, when the deaths registered amounted to 19,232 and 15,828 respectively. The outbreak quickly died away in the hot weather, and during June and July only 300 deaths were reported. In September plague reappeared in Azamgarh, Sitapur and Cawnpore. October saw 22 districts badly infected, and in November the disease was firmly established, the city of Cawnpore being responsible for 2,860 out of a total of 6,142 deaths in the month. In December 10,447 deaths occurred and the number of infected districts had risen to 27. The highest mortality in the large cities was in Cawnpore, which returned 5,164 deaths, equivalent to a mortality of 29.91 per thousand. Next in order came Fyzabad (29.44), Allahabad (28.03), Gorakhpur (18.11) and Lucknow (17.97). Among the smaller municipalities the death rate from plague was very high in Bara Banki (29.42), Sitapur (27.59) and Unao (27.38). Fortunately the pilgrim centres, Brindaban and Muttra, were free, while only a few cases occurred at Ajudhia and Jwalapur (Hardwár Union). In the Kumaun and Rohilkhand divisions there were only 24 deaths, and the outbreak was generally much more severe in the eastern than the western divisions. The measures chiefly relied upon for combating the disease were disinfection and evacuation, where the people were willing to adopt them. Vaccination was

52.—EMIGRATION.

*(Reports on Inland and Foreign Emigration.)**

224. Since the passing of Act VI of 1901 uncontrolled recruitment for the labour districts has been prohibited, and emigration is limited to the eastern districts of the province and subject to the provisions of chapters III and IV of the Act. During the year 1903-1904 operations were carried on only in the Gházipur district, and 220 labourers (164 males and 57 females) were registered by garden sardárs, as against 199 in the preceding year. The depôt at Gházipur was inspected regularly during the year.

Inland
emigration.

225. The United Provinces contributed 62 per cent. of the labourers registered for embarkation for the colonies from the port of Calcutta. During the year 7,667 persons (as against 8,687) were enlisted, of whom 5,211 reached Calcutta. As usual, Fyzabad and Basti supplied the largest number of labourers, and the bulk of the emigrants proceeded to Demarara, Trinidad and Natal.

Foreign
emigration.

53.—IMMIGRATION.

226. No statistics are available.

54.—MEDICAL RELIEF.

(Report on the administration of Civil Hospitals and Dispensaries, 1903.)†

227. During the year 11 dispensaries were opened and 6 closed, leaving 500 open at the close of the year. The number of patients treated at public dispensaries was 3,606,654, or 125,674 less than in 1902. The decline was chiefly under out-door patients, and the cause of the smaller attendance was probably the issue of orders that in ordinary cases patients should not be required to attend daily, but receive at one visit medicine sufficient for two or three days' consumption. An examination, however, of the returns in districts where plague was bad suggests that in some cases the distrust created by plague rumours contributed to the result. The number of patients treated in private dispensaries rose from 215,032 to 231,920, and in railway, canal, and police dispensaries from 179,704 to 192,779.

Attendance at
dispensaries.

228. Of the total number of patients treated in public dispensaries and hospitals, 747,567 or 21 per cent. were women, 54 per cent. being men and 25 per cent. children. In addition 3,843 visits were paid to women at their houses, as compared with 3,833 in 1902 and 4,202 in 1901.

Relief to
women.

229. Cholera and small-pox were rather more prevalent than in the preceding year, and the number of cases treated in the public dispensaries rose from 1,069 and 278 to 2,493 and 440, respectively. Cases of malaria treated decreased from 536,565 to 491,098, but cases of dysentery increased from 81,277 to 86,088, and those of tuberculous disease from 3,337 to 6,444. The number of operations performed in public dispensaries was 185,037 (as compared with 182,548), of which 68,468 were dental operations, 75,371 opening of abscesses and 5,172 extraction of lens. Of 180,299 patients operated on, 96 per cent. were cured or relieved. In private, railway, police and forest dispensaries 9,598 operations were performed as compared with 7,523 in the preceding year.

Diseases.

230. Including the opening balance (Rs. 2,82,480) the total receipts for the year amounted to Rs. 13,25,355, and the expenditure to Rs. 8,19,364. Receipts from Government increased by Rs. 57,000 to Rs. 4,66,302, and from local and municipal funds by Rs. 37,000 to Rs. 2,54,604. Subscriptions from Europeans rose from Rs. 19,607 to Rs. 22,153, but subscriptions from natives decreased by Rs. 20,000, though they were higher than in 1901. On the expenditure side increased charges were shown on account of buildings (Rs. 56,000), European medicines (Rs. 27,000), while the sum invested fell from Rs. 49,500 to Rs. 25,600.

Financial.

231. The position of civil hospital assistants attached to canal divisions was improved by the grant of special allowances and the increase of their conveyance allowances. The office of the Inspector-General of civil hospitals was reorganized and strengthened, and a manual of the rules and standing orders of the department was drawn up.

Staff.

* See also Eleventh Issue of Financial and Commercial Statistics of British India (Tables XXXV-4).
† See also Judicial and Administrative Statistics of British India for 1903-1904, viz. Medical Relief (Tables XIV and XV).

VITAL STATISTICS AND MEDICAL SERVICES.

Improvements.

232. An operating-room was built at the Ramsay Hospital, Naini Tal, and a special grant was made for additions and improvements to the Dufferin Hospital at Allahabad. The operating-room in the Balrampur Hospital, Lucknow, was furnished at a cost of Rs. 3,000. The want of proper arrangements for the private examination of out-patients was remedied in 213 institutions, and in the remaining dispensaries the necessary accommodation will shortly be provided. The separate stores of medicines kept at headquarters for the use of Government servants were abolished, and in future the district boards will supply medicines to those employes entitled to them free of cost in return for additional grants-in-aid from Government.

55.—SANITATION.

(Report of the Sanitary Commissioner, 1903.)*

Municipalities.

233. An active policy of sanitary improvement forms an important part of the programme of plague prevention, and the Government is doing what it can to assist in carrying out the more urgent sanitary measures which are suspended for want of funds. A special grant of two lakhs of rupees was made for the cleansing and sanitary improvement of the poorer municipalities and larger towns of the provinces. The objects on which the money was most generally spent were the removal of refuse, filling up depressions, and improving the surface drainage and conservancy. At Benares nearly one lakh was spent on the sewerage works, and at Cawnpore the main intercepting sewers were completed and machinery for pumping sewerage was installed. Good progress was made with the large drainage schemes recently sanctioned at Agra and Lucknow. At Mussoorie Rs. 12,000 were expended on improving the sanitation of the Landaur bazar, and drainage works were either completed or in progress at Aligarh, Farrukhabad, Muzaffarnagar and Dehra Dûn.

Village sanitation.

234. The reports on the working of the Village Sanitation Act showed no falling off in expenditure on village sanitation. In addition to the ordinary grants, special grants amounting to Rs. 60,000 were placed at the disposal of the district boards for the protection of the water-supply in small towns and large villages. The money was generally expended in repairing the platforms and cylinders of existing wells to protect them from percolation, and in draining or filling up noisome pits. Instructions were also issued for the special protection of a certain number of wells on a model designed by the Sanitary Commissioner. The expenditure was in the nature of an experiment, and it is only gradually that the rural population can be educated to an interest in better sanitary surroundings. An increased use was made of the village sanitary inspection-books and the form of the book is being improved.

Sanitary Board.

235. The Sanitary Board held seven meetings during the year and projects for the expenditure of over 12½ lakhs of rupees on the sanitary improvement of municipalities were considered and approved.

Water-works.

236. Water-works exist in eight of the larger municipalities and the analyses of the pumped water supplied were satisfactory. The consumption of filtered water again increased largely and the proper flushing of drains received more attention. The consumption per head of population increased in Cawnpore, Lucknow and Naini Tal, but declined in Mussoorie. The consumption (15 gallons per head) was highest in Benares, and it is hoped the efforts to minimize waste will be successful. Considerable economies in working expenses were carried out, notably at Agra.

Fairs.

237. The usual religious fairs were held during the year, and the usual precautions were taken to prevent the spread of epidemic disease. The Mâgh Mela at Allahabad and the Dâdri fair at Ballia passed without mishap. In April the great Kumbh Mela, which takes place once in 12 years, was held at Hardwâr, and between the 28th March and 14th April the average daily attendance was between 200,000 and 250,000 people. Unfortunately, when three-quarters of the visitors had dispersed, cholera broke out among the pilgrims and was carried into the Panjâb and the hill tracts of the United Provinces.

* See also Judicial and Administrative Statistics of British India for 1903-1904, *vis.* Sanitation (Tables XIII).

56.—VACCINATION.

*(Vaccination returns for 1903-1904.)**

238. The vaccination staff was practically unchanged in 1903-1904, and vaccination continued to make steady, though slow, progress. The total number of persons vaccinated was 1,667,104 in 1903-1904 as compared with 1,665,253 in 1902-1903 and 1,546,821, the average of the triennium 1899—1902. An increase in successful primary vaccinations and revaccinations occurred in the western districts as a whole; but in the east, particularly in Oudh, the prevalence of plague impeded vaccination, and many districts showed a decreased number of operations, the most prominent being Azamgarh, Gonda, Ghāzipur, Partābgarh and Unao. The total number of vaccinations did not differ greatly in the eastern and western circles, but there was the usual difference in infantile vaccination, 387,892 infants under one year having been successfully vaccinated in the former as compared with 577,310 in the latter. But, while the total number of operations in the eastern districts declined, the number of infants vaccinated showed a considerable advance on the figures of previous years. Only 540 operations were performed at dispensaries. No vaccinators are in these provinces attached to dispensaries and vaccination is done at the children's houses or, in municipalities, at regularly-appointed stations.

General
results.

239. The number of successful primary vaccinations in municipal towns has fallen steadily since 1899-1900 and was 101,967 in 1903-1904, as compared with 104,090 in the preceding year. The birth-rate in towns was lower than in 1902 and the infantile death-rate rose from 314 to 350 per thousand, so that the number of children available for vaccination was less than in the preceding year. The statistics showing the number of successful operations performed on children under one year and the number of infants available exhibited the usual peculiarity. In many municipalities the number of infants vaccinated was in excess of the number shown as available. The explanation lies in the fact that children born outside the municipal area are brought into it to be vaccinated. The discrepancy is also due to a faulty calculation of the children's ages by the vaccinators. In five towns in Oudh where plague was rife less than half the infants available were vaccinated.

Municipal
towns.

240. Bovine lymph depôts were maintained at Lucknow, Allahabad and Bahraich. The new central depôt at Patwadangar in the Naini Tal district was nearly completed.

Supply of
lymph.

* See also Judicial and Administrative Statistics of British India for 1903-1904, viz. Vaccination (Tables XVI).

CHAPTER VII.—INSTRUCTION.

57.—GENERAL SYSTEM OF PUBLIC INSTRUCTION.

(See page 58 of the report for the year 1901-1902.)

58.—EDUCATION.

(General Report on Public Instruction, 1903-1904.)*

General
results.

241. The total number of schools and colleges open in the United Provinces during the year ending 31st March 1904 was 14,709, of which 9,253 were public and 5,456 private institutions. No comparison can, in the case of public institutions, be made with the figures of the preceding year, which were swollen by reckoning the primary and secondary departments of the same school as separate institutions. The returns for private institutions showed a decrease of 44 schools and 1,481 scholars, possibly owing to the transfer of a certain number to the aided list and to the prevalence of plague. The statistics are, however, of doubtful accuracy and exhibit violent fluctuations from year to year. In the Meerut and Rohilkhand divisions, where more than half these schools are found, there was an increase of 4,000 scholars in 1903-1904 following a decrease of 3,000 in the preceding year. In public institutions there was, as compared with 1902-1903, an increase of 11,432 pupils, chiefly in primary schools for boys. The total number of scholars was 502,882 and the percentage of children under instruction on the population of school age advanced from 12·76 to 12·91 in the case of boys and from '63 to '75 in the case of girls. The provinces, therefore, showed sustained progress in education.

Expenditure.

242. The report for 1902-1903 showed an increase of expenditure amounting to Rs. 5,27,000, thanks to the liberal grant of five lakhs made by Government of India. In 1903-1904 there was a further increase in expenditure of Rs. 1,10,000. The direct expenditure on education was Rs. 35,82,305, an increase of over 1½ lakhs, of which 1½ lakhs were spent on schools for general education. The funds allotted in the previous year for building and equipping new schools were required in 1903-1904 for their maintenance; and, notwithstanding an increased expenditure of Rs. 32,000 on inspection, the indirect expenditure declined by half a lakh. The contribution from provincial revenues increased by Rs. 20,000, of which the Thomason College received Rs. 11,000 and the Training College nearly Rs. 5,000. The expenditure from local funds was Rs. 85,000 more than in the preceding year, of which Rs. 11,000 were devoted to inspection and Rs. 11,000 to training schools. Nearly one lakh less was spent on buildings, but an additional 1½ lakhs were absorbed by new boards' aided schools and by increased pay of teachers and inspecting staff.

Examinations.

243. The following table compares the examination results of the year with those of the year preceding :—

Examination.	Candidates.			Passed.		
	1902-1903.	1903-1904.	Variation.	1902-1903.	1903-1904.	Variation.
M.A. and D.Se. ...	42	48	+ 6	20	24	+ 4
B.A. ...	192	251	+ 59	126	166	+ 40
B.Sc. ...	11	18	+ 7	7	13	+ 6
Intermediate ...	558	586	+ 28	227	364	+ 137
Entrance ...	1,069	1,178	+ 109	534	595	+ 61
School final ...	370	338	— 32	226	211	— 15
Vernacular final ...	3,887	4,322	+ 435	2,090	3,064	+ 974
Primary ...	17,116	13,990	— 3,126	11,694	10,229	— 1,465

* See also Judicial and Administrative Statistics of British India for 1903-1904, viz. Education (Table X).

On the whole, the results of the year appear to have been satisfactory so far as examination results go. The growth of vernacular secondary education is indicated by the advance in the number of candidates for the vernacular final. The decline in the number of candidates for the primary examination may to some extent be the result of plague, or the *in situ* examinations, or alterations in the rules as to promotion in anglo-vernacular schools. The primary certificate has no value in use, and the examination has been abolished in anglo-vernacular schools. For statistical purposes boys in these schools promoted from class IV to class V are be returned as having passed the primary examination. In vernacular schools the examination has been retained as a leaving certificate for a certain number of scholars.

244. The intermediate college classes attached to the Fyzabad High School were closed, and the St. John's College, Agra, was affiliated for the B.Sc. examination. The number of students attending Arts colleges (English) rose from 1,381 to 1,454, the increase being largest in the unaided institutions—St. John's College, Agra and the Central Hindu College, Benares. The latter institution was affiliated to the B.A. standard of the Allahabad University, and a new laboratory for science students and residences for the professorial staff were commenced. The Muir Central College obtained good results in the examinations, but additions to the staff are required on both the Science and Arts sides. Fees covered about one-quarter of the total expenditure, which amounted to Rs. 4,05,473. The contribution from provincial revenues increased by Rs. 5,726 owing to increased grants to aided colleges and increments to professors' salaries.

Collegiate
education.

245. Some advance was made during the year in the most important work of providing hostels and boarding-houses for students attending the colleges. The Hindu hostel at Allahabad, towards which a special grant of Rs. 20,000 was sanctioned by the Government, was commenced. Additions were made to the boarding-houses attached to the Central Hindu College, Benares, and St. John's College, Agra, while at Cawnpore, with the assistance of Government, a new hostel is being built at the Christ Church College. But the boarding-houses at the Canning and Meerut Colleges are reported to be unsatisfactory and unsuitable, and at other colleges there is need of a large expenditure. The University has interested itself in the regulation of residences for students, and rules for the recognition of college hostels were framed by the Syndicate and embodied in the bye-laws.

Hostels.

246. The Sanskrit College, Benares, continued to gain in popularity. The enrolment increased from 419 to 427, and there was no falling off in the number of applications for affiliation.

Oriental.

247. There were 508 secondary schools and 71,888 students at the end of the year, as compared with 503 schools and 22,663 students in the preceding year. The increased attendance was for the most part apparent only, the figures for 1903-1904 including the scholars attending the primary classes of secondary schools. Taking for comparison only the number of boys in the high and middle stages, the enrolment increased from 22,663 to 23,856, or, omitting European schools, from 21,769 to 22,984. Of the schools for natives, 320 attended by 10,352 pupils were vernacular, and 170 with 12,632 students were anglo-vernacular.

Secondary
education

248. The staff of district high schools was improved, and the expenditure on these institutions increased by Rs. 11,000. Additional masters were appointed and salaries were raised in most schools to a minimum of Rs. 20 with a view to secure the services of qualified men. In vernacular schools a minimum of Rs. 8 per mensem has generally been secured. Since the year closed the prospects of the staff in the district boards' schools have been much improved by the institution of provident funds for teachers drawing more than Rs. 10, and the boards have been permitted to contribute for pensions to head masters of high schools.

249. The curriculum of anglo-vernacular schools was re-examined during the year, and the minimum

in vernacular schools. The study of English, which had been excluded from the primary course in all state schools, was restored in the upper primary section, and the work in the lower classes, chiefly the course in arithmetic, was lightened and redistributed to make room for beginning English earlier. Object lessons were retained as an optional subject, and should prove useful, since competent teachers are being gradually provided. Ability to read and write the two vernacular characters in common use in the provinces will be required of boys passing through anglo-vernacular schools. Type-writing and shorthand were introduced in many schools and the classes were well attended.

250. Boarding-houses in secondary schools are too few, and the accommodation is frequently unsuitable or inadequate. Some improvement was effected during the year, but progress must necessarily be slow.

Primary
education.

251. Owing to the exclusion of the lower classes of secondary schools the statistics exhibited a decrease of 338 in the number of public primary schools for boys. There was, however, an actual increase of 47 district board schools, 81 aided schools and 27 unaided schools, and the number of boys in the primary stages of instruction rose by nearly 7,000 from 371,448 to 378,277. Of the total number 330,387 attended primary schools, and of these 91 per cent. were reading in the lower primary and preparatory sections. The expenditure on primary education from district board and municipal funds increased by Rs. 1,36,000, which were spent in maintaining the 20 new schools opened in each district during the preceding year, in increasing the pay of the teachers and in opening new aided schools. It is too early to judge of the effects of the policy initiated at the end of the preceding year of starting aided rather than board schools in rural tracts. The aided school affords a cheap, and for the time being an efficient, means of extending the benefits of elementary instruction to village children. Clever boys requiring further education can find their way to the upper primary classes of the board schools. Development on the lines laid down by Government has been hampered by the inelasticity of the grant-in-aid rules, by an unsuitable and rigid curriculum and by competition of board schools. Special inquiries have been ordered regarding the working of the rules and the fees charged in board and aided schools, and an effort will be made to remove the difficulties which stand in the way of the success of aided schools.

Female
education.

252. The number of institutions for the education of girls rose from 658 to 800, of which 582 were public schools. The number of scholars, including girls reading in boys' schools, increased from 21,887 to 26,048. The improvement was most marked in the case of public primary schools for native girls, which rose from 429 with 14,817 pupils to 520 with 16,379 pupils. Twenty-nine model schools were opened under Government management, while 49 schools were brought under the grant-in-aid system and 18 new schools started by local bodies. In Benares the number of schools doubled and scholars trebled, and in several other districts the progress was remarkable. The Kanya Patshala at Dehra, a school managed by native ladies of respectable family, continued to prosper. At the same time the number of private elementary schools for girls and the scholars attending them increased by 50 per cent. to 215 schools with 3,437 pupils. In spite, however, of the growing desire for female education, the higher castes show no readiness to send their girls to school, and a special committee of native gentlemen has lately been appointed to consider what further measures for the encouragement of female education among the educated classes are practicable. The want of qualified teachers hampers the further development of girls' schools, the numbers trained at the Normal School, Lucknow and the Sigra School, Benares being very small.

Training
colleges and
schools.

253. The enrolment of the Training College, Allahabad, rose from 28 to 48 students. The usefulness of the institution was extended by the deputation for training at Allahabad of 24 teachers from district high schools. Under this scheme most of the younger members of the staff of English schools will undergo a course of training within the next five years. The result of the examinations were generally satisfactory: 40 students out

of 41 candidates gained their certificates, but it is noted that their command of English was generally imperfect.

254. Four normal schools were opened during the year and the fifth at Gorakhpur was nearly completed. The number of teachers under training was 475 as compared with 450 in 1902. Including 22 private students, 267 candidates presented themselves for the certificate examination, of whom 207 were successful. The classes in practical agriculture at the Normal School, Moradabad, were discontinued, as under present conditions they served no useful purpose. In course of time trained teachers from the normal schools will become available for all secondary and upper primary schools; but at present no agency exists for the training of teachers for lower primary schools. The cost of an ordinary course at a normal school for these teachers is prohibitive, and an elaborate system is unnecessary in view of the elementary character of the village school curriculum. The Director was asked to devise a cheap and simple system for training near their homes teachers for village schools.

At the Normal School for women at Lucknow 22 boarders were under instruction and the six candidates who appeared at the final examination were successful. The Sagra School at Benares continued to do good work and the grant-in-aid was increased by Rs. 600. Only one pupil teacher passed out of the Isabella Thoburn College, Lucknow.

255. The mechanical apprentice class at the Thomason College was placed on a more practical basis. After a three years' course at the college the pupils will in future be indentured as apprentices in outside workshops. The abolition in 1900 of literary education at the Lucknow Industrial School had emptied the main school, and during the year the revised scheme providing for technical education supplemented by a practical general education was introduced. The bazar workshops, the night school and the Roorkee preparatory classes, which had proved unsuccessful, were closed. The attendance increased largely, though the total number of students was less than in 1900, and boys of the artisan class increased from 2 to 14. The expenditure decreased by Rs. 2,000 owing to the abolition of the special departments. A night school for boys and men of the working classes was opened at Cawnpore by the Society for the Propagation of the Gospel. It was attended by all classes, and the enrolment is growing steadily.

Technical
education.

256. The number of students on the roll of the Medical School, Agra, was 204 men and 54 women. The opening of the new eye hospital has afforded facilities for a thorough training in eye diseases, while the new Lady Lyall Hospital will be of great service in improving the standard of education among the female students. Good progress was made with the students' hostel, and other improvements in the buildings and increases to the staff were under consideration. Students of the landowner class do not appear to be attracted to the Agricultural School, Cawnpore, and of 30 students admitted in 1903 twenty-five were candidates for kaatingships.

257. During the year two European schools (one aided and one private) were closed. The number of pupils in aided schools increased by 65, but fell off in unaided schools. The ordinary grants-in-aid were higher than in the preceding year, and special grants to the amount of Rs 29,000 were made.

European
schools.

258. The staff of teachers at the Reformatory School, Chunár, was increased to seven, and the instruction of the boys seems to have improved. Industrial training was carried on as usual, but the profits were smaller than usual. It is expected that the deputation of the Superintendent to study the working at Alipore and Jubbulpore will lead to improvements in the management of the factory. Discipline was well maintained, and there were no escapes during the year. At the beginning of the year there were 233 boys in the school: 33 (as against 54 in 1902) boys were admitted, 88 were discharged and one died. Malaria was prevalent and the number of admissions to hospital increased from 314 to 442. The medical arrangements at the school were improved by the appointment of a resident hospital assistant and compounder.

Reformatory
school.

Of 146 boys discharged from the school during the last three years, information regarding 80 was obtained.

Moral and
physical
training.

Of those traced only nine were following the trade taught them at school, while 59 were following other trades and 15 agriculture. Eight had been convicted of criminal offences and 17 had emigrated.

259. Considerable progress is noticeable in the physical training of children attending the schools. Gymnastic instructors were added to the staff of the district high schools at Bulandshahr and Muzaffarnagar, and they are now entertained at most anglo-vernacular schools under public management. *Desi kasrat* or native physical exercises form part of the training in the primary course, but village teachers generally are not familiar with the exercises. In some districts the boards have met the difficulty of the appointment of peripatetic instructors. The practice might be extended with advantage, and the boards should encourage physical training by holding tournaments for vernacular schools. The Director reports that the permission to open classes for religious instruction out of school hours has not been taken advantage of, and parents generally seem to prefer that their children should receive religious instruction at home.

59.—LITERATURE AND THE PRESS.*

Number of
works.

260. The total number of works of all kinds catalogued during the year was 1,409, of which 1,403 were original works and six were republications. In character 186 were educational and 1,223 non-educational. In subject 306 were catalogued as miscellaneous, 328 as poetry, while 290 were religious books. In language there were among others 519 Urdu, 431 Hindi, 105 English, 75 Sanskrit, 44 Persian, and 19 Arabic.

Summary.

261. The chief feature of the year was a growing tendency among Hindi writers to abandon the artificial language so popular a few years back and adopt a simpler style. The poetical works in Hindi published during the year consisted mainly of translations from the Sanskrit. Other works in poetry were religious rhapsodies or erotic effusions and possessed little merit. Many of the works classed under Hindi drama were merely songs sung on the occasion of the Holi festival requiring no scenery and no stage for their performance. The *sangit* form of the drama is very old, but it is only lately that it has made its appearance in print. The style is colloquial and at the present time, when there is so much controversy as to what is the common form of spoken Hindi, is worthy of attention. The only publications in Sanskrit of any merit were the continuations of the three established series issued from Benares, viz. the *Pandit*, the Sanskrit College monthly; the *Sanskrit series*; and the *Chaukhamba series*. All these series are contributing scholarly editions of valuable old works, mainly bearing on philosophy and grammar.

262. Urdu writers mainly devote themselves to novel writing. Many of the works appear to be original, but the majority are adaptations from English, French, Turkish and Bengali literature. Some are written with a special purpose depicting social evils or giving the author an opportunity of expressing his views on the introduction of courtship and the influences of the *parda* system. Next in popularity to novel writing comes history, and in this sphere Muhammadan writers are almost alone. The subject has not yet apparently begun to appeal to Hindus.

263. Most of the religious works in Urdu and Hindi are depressing reading, for the most part the work of impracticable dreamers, lacking originality or depth of thought. The writers harp continuously upon an imaginary golden age and lose themselves in vain contemplation of the past. This attitude of mind is leading, as might be expected, to a general literary infertility.

264. The output of English works was meagre, and of little value. The only book of general interest published during the year was a translation of an old Persian manuscript entitled "The Brief History of the Tāj and other ancient Agra buildings." Arabic literature has hardly any part in the

* See also Judicial and Administrative Statistics of British India for 1903-1904 (Tables XII).

indigenous literature of the provinces, and nothing of any value was published during the year under this head. Indian Maulvis busy themselves mainly in prolonged and wearisome discussions of trifling points of metaphysics and theology. The same criticism applies to Persian publications; and while the religious leaders spend their energies in barren discussions, Persian literature is neglected and starving. Direct literary communication with Persia seems to be practically cut off, and without it Persian literature cannot flourish in this country. The bad printing and get up of many of the books tell their tale of want of public interest and support.

265. The total number of newspapers on the register during the year 1903 was 131, the majority being monthly or weekly publications. Twenty-five vernacular papers, of which 20 were in Urdu, started during the year. A new paper in English "*The Indian People*" was issued from Allahabad and adopted a critical, though moderate, attitude towards the Government. Among the 21 papers struck off the register, "*the Agra Commercial Messenger*" was in English, and the remainder in Urdu or Hindi. Of the vernacular papers the "*Arya Patra*," an Arya Samaj monthly journal from Bareilly, and the "*Nigmagam Chandrika*," the organ of the Bharat Dharam Mahamandal, published at Muttra, claim the largest circulation. *The Central Hindu College Magazine*, edited by Mrs. Annie Besant, and published in English at a subscription of one rupee a year, has an estimated circulation of 7,000, and therefore ranks first among native papers, English or vernacular. As usual, the chief centres of native journalism in the provinces were Lucknow, Meerut, Moradabad and Agra.

The vernacular
press.

266. The Coronation Darbār at Delhi was again the subject which attracted the greatest attention from the press and the visit of their Royal Highnesses the Duke and Duchess of Connaught caused the liveliest satisfaction. The interest in the Indian National Congress declined, but several Muhammadan papers commented favourably on a proposal to establish a separate political association. Afghan politics and His Excellency the Viceroy's tour in the Persian Gulf excited little comment, but many articles appeared in the leading papers complaining of the disabilities and restrictions imposed on British Indian subjects in Natal and the Transvaal. The proposal to charge Indian revenues with a portion of the cost of a South African garrison roused a storm of hostile criticism tempered by satisfaction at the attitude adopted by the Government of India. The attitude of Englishmen and Anglo-Indians towards natives and the condition of India under British rule were largely discussed. The majority of the press welcomed the extension of Lord Curzon's term of office. Native States received little attention, but the abdication of the Mahārāja Holkar excited general interest. The remission in the salt duty, and the exemption from taxation of incomes below Rs. 1,000, were gratefully acknowledged; but the generality of the comments and suggestions on financial matters were not of a practical nature. Comment on the plague policy of the Government was less frequent than usual. The Mulkowal tragedy in the Panjāb was discussed, and there was some protest against the discontinuance of railway inspections. The policy of the Government was, however, generally approved and the press recommended lenient precautionary measures, such as segregation, disinfection and sanitary reform. There were the usual comments on the different affairs between Europeans and natives, and the opinion was freely expressed that the punishments awarded to Europeans were inadequate. Educational questions attracted considerable attention. The newspapers generally opposed any raising of school or college fees, but approved of the orders for the preparation of school readers in the language of everyday life. The press were unanimous in their condemnation of the Official Secrets Bill, which was characterized as an oppressive and reactionary measure. The Bundelkhand Encumbered Estates and Alienation of Land Bills were severely criticised by a section of the press, which described them as class legislation aimed at the vakil and mahajan zamindār.

Subjects dealt
with.

60.—LITERARY SOCIETIES.

(See page 66 of the report for the year 1901-1902.)

61.—ARTS AND SCIENCES.

(Report on Lucknow Museum, 1903-1904.)

Lucknow
Museum.

267. The chief event of the year was the purchase for the numismatic section of the collection of Moghal coins belonging to Mr. R. W. Ellis. With this addition the museum possesses what is believed to be the finest collection of these coins in the world. Important additions were also made to the natural history section. The artware department was more successful than usual and the number of visitors increased. The Superintendent, Archaeological Survey, Panjab and United Provinces, was associated with the committee, and by arrangements made with the trustees the Superintendent of the Indian Museum will visit the Lucknow Museum once a year.

CHAPTER VIII.

62.—ARCHÆOLOGY.

(Report on the Archæological Department, 1903-1904.)

268. In July 1903 the United Provinces and Panjáb were amalgamated into one circle, with an Archæological Surveyor having his headquarters at Agra and a Superintendent having his headquarters at Lahore. Under the new scheme the Archæological Surveyor has charge of the buildings at Agra, Jaunpur, Delhi, Lahore and Ajmer, and will be concerned chiefly with the architectural side of Muhammadan archæology. Other branches of the department will be in the charge of the Superintendent, who will deal with epigraphy, numismatics, excavations and matters affecting Hindu and Buddhist buildings.

Archæological
Department.

Owing to frequent changes in the office of Surveyor, no archæological or architectural publications were issued during the year. A number of coloured drawings of different stones employed in the Tāj were prepared for the collection in the Tāj Museum instituted by His Excellency the Viceroy, and several drawings and photographs were executed of buildings at Agra, Fatehpur-Sikri and Lucknow.

269. A total expenditure of Rs. 1,19,704 was incurred in the United Provinces on the restoration and upkeep of archæological remains. Of this sum Rs. 97,839 were expended in the Agra Division alone, the principal items of expenditure being Rs. 13,774 on the Tāj, Rs. 13,737 on the Fort at Agra, Rs. 41,288 at Fatehpur-Sikri. In the Tāj the repairs to the Jawāb were completed and the approach roads in the quadrangle improved and regaded. The marble inlay work of the battlements of the garden wall and the water channels and platform of one of the Saheli burjs were restored. In the Fort the principal works were in connection with the restoration of the quadrangles of the Diwān-i-Am, Machhi Bhāwan, and Anguri Bāgh. At Fatehpur-Sikri Rs. 9,000 were spent in repairs to the King's stables and over Rs. 7,000 on the restoration of the gateways and a portion of the city wall. The paving of the floor of the Khās Mahāl and Jodh Bai's palace and the special repairs to the vaults under Birbal's house were completed.

Public Works
Department.

Agra.

270. The temples of Radhe Ballabh and Jugal Kishore at Brindaban in the Muttra district were repaired at a cost of Rs. 4,500.

Muttra.

271. The west façade and gateway of the Sikandar Bāgh at Lucknow were restored in accordance with a large photograph of 1860, and works for the preservation of the ruins of the Dilkusha palace carried out at a cost of Rs. 11,000. From funds contributed by the Government and the Muhammadan community the Jama Masjid was thoroughly repaired.

Lucknow.

CHAPTER IX.—MISCELLANEOUS.

63.—ECCLESIASTICAL JURISDICTION.

(See page 68 of the report for the year 1901-1902.)

64.—ECCLESIASTICAL.

Ecclesiastical.

272. The year was uneventful.

65.—STATIONERY.

Stationery.

273. The consumption of stationery stores fell from Rs. 4,58,751 in 1901-1902 to Rs. 4,14,048 in 1902-1903, or a decrease of 10 per cent., following an increase of nearly 45 per cent. in the preceding year. The decrease is accounted for by a fall of Rs. 45,000 in the value of the stores issued to the Government Press.

66.—GENERAL: MISCELLANEOUS.

Government
Press.

274. Owing to a smaller demand for municipal forms the receipts of the Government Press fell by Rs. 4,500 to Rs. 83,691. The expenditure was also less than in the preceding year and fell from Rs. 6,42,436 to Rs. 6,26,464. Payment made to other presses, including the jail department, increased from Rs. 36,000 to Rs. 40,000. The value of the work done at the Press ($7\frac{3}{4}$ lakhs of rupees) was practically the same as in the preceding year. The accommodation was improved by the erection of iron racks in the form store and book depôt.

